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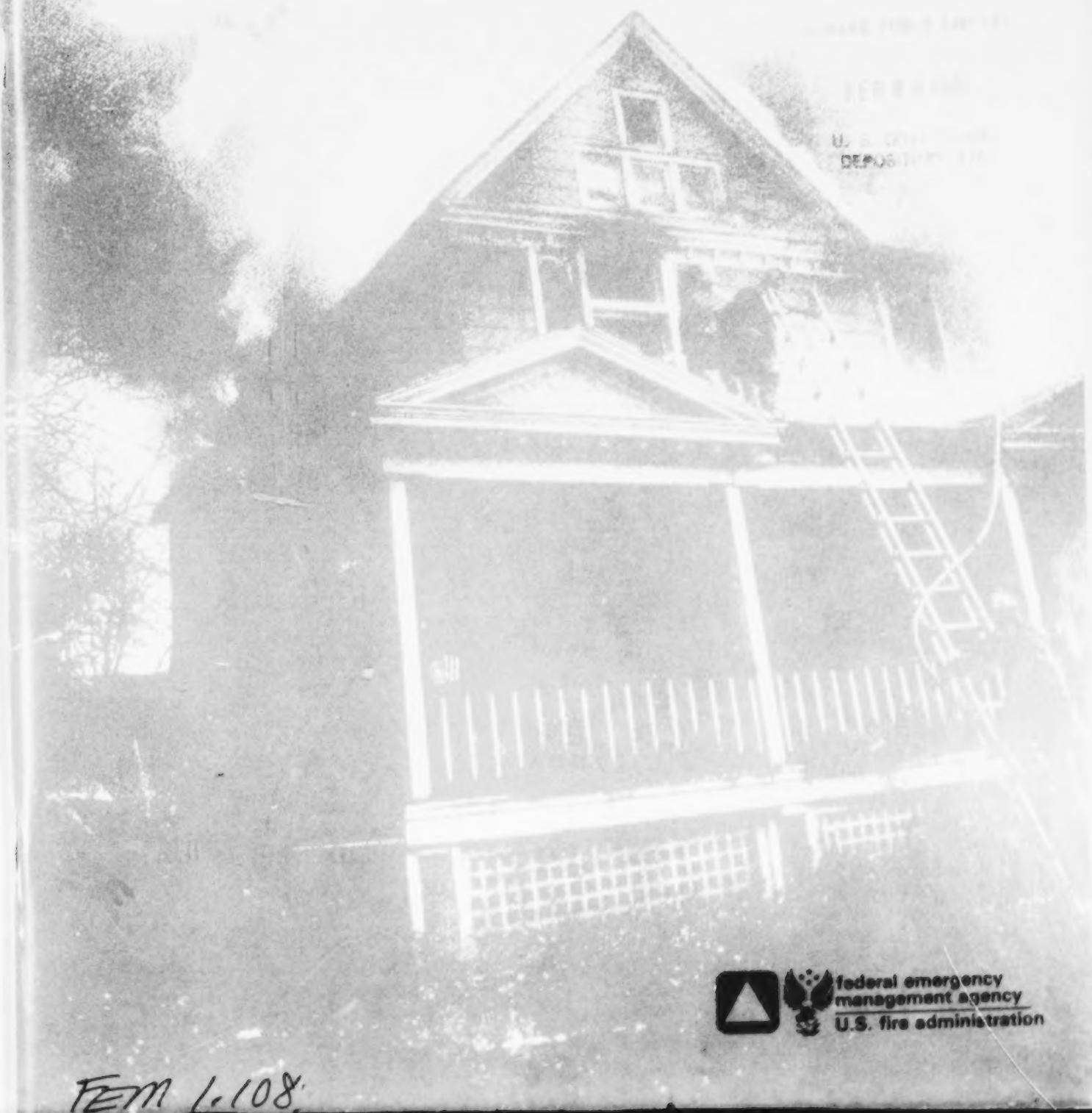
ARSON CONTROL GUIDE FOR VOLUNTEER FIRE DEPARTMENTS



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ARSON CONTROL GUIDE FOR VOLUNTEER FIRE DEPARTMENTS

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with the assistance of
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January 1981

Arson Resource Center
Office of Planning and Education
U.S. Fire Administration
Federal Emergency Management Agency
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Foreward

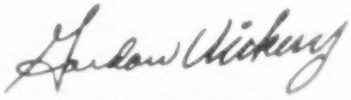
Arson is a human-made disaster. This crime causes more deaths than all natural disasters combined, and its economic toll in direct and indirect losses rises into billions of dollars. That is why reducing arson is a major Federal Emergency Management Agency goal, consistent with our efforts to reduce death, injury and destruction.

To reduce arson, improvement needs to be made in the management of prevention and control programs, in the detection and investigation of the crime and in the elimination of economic and psychological incentives of arson. This manual will prove to be an invaluable guidebook to help prevent and control this tragic and wasteful manmade disaster.

John W. Macy, Jr.
Director
Federal Emergency Management Agency

Preface

Volunteer firefighters can and do play an important role in the prevention and control of the crime of arson. The U.S. Fire Administration has prepared this Arson Control Guide for Volunteer Fire Departments because in the Stonebridge I, National Workshop for Volunteer Fire Service, participants recommended that such a manual would be helpful to improve the awareness of the firefighter of the factors and problems involved in combating the crime. Part I of this manual provides guidance in developing arson task forces—one of the most effective and successful approaches in arson prevention and control. The information in Part II helps the firefighter to be more alert to the symptoms of arson, so that he can recognize and safeguard evidence of the crime necessary to obtain a conviction. Here is a tool that can help. Let's put a stop to the arson menace!



Gordon Vickery
Administrator
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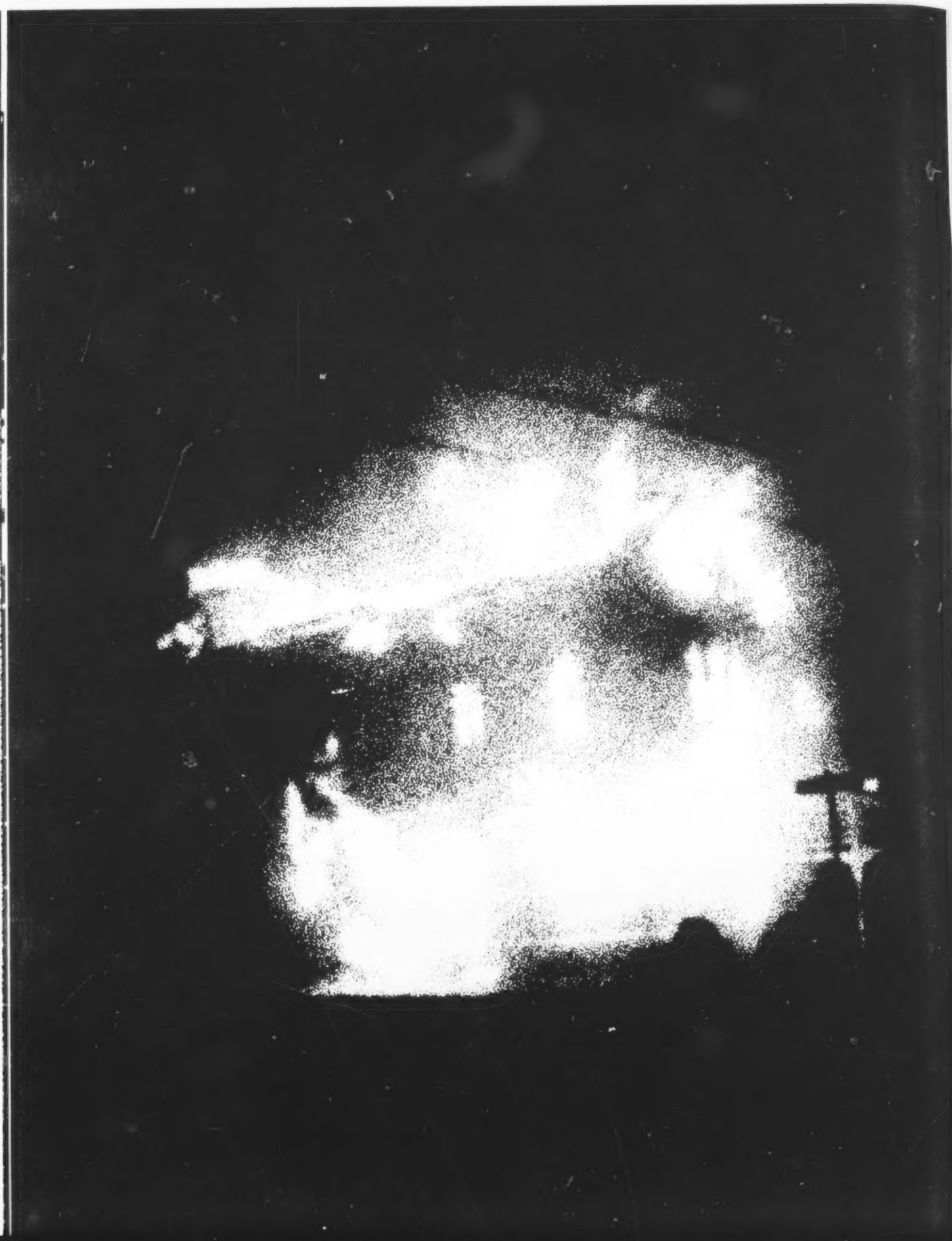


PART ONE:

ARSON CONTROL GUIDE FOR VOLUNTEER FIRE DEPARTMENTS

Introduction

A shadowy figure slips quietly into the old, wood-framed, sheet-metal covered grain elevator, carrying a can of gasoline. Minutes later, he slips away. Soon the elevator headhouse lights up and acrid smoke fills the sky. In the distance can be heard the wail of a siren atop the firehouse. Volunteers start to roll out of warm beds. Lights come on all over the area as the firefighters rush to the firehouse.

No address is needed. Everyone in the community can see it is the elevator. Firefighters struggle to lay hose lines and hook up the pumpers in the near zero weather. The chief and two volunteers with hose on their shoulders begin to struggle up the wooden ladder toward the top of the headhouse. Suddenly the flooring above gives way and the headhouse machinery crashes down on the chief and the two firefighters.

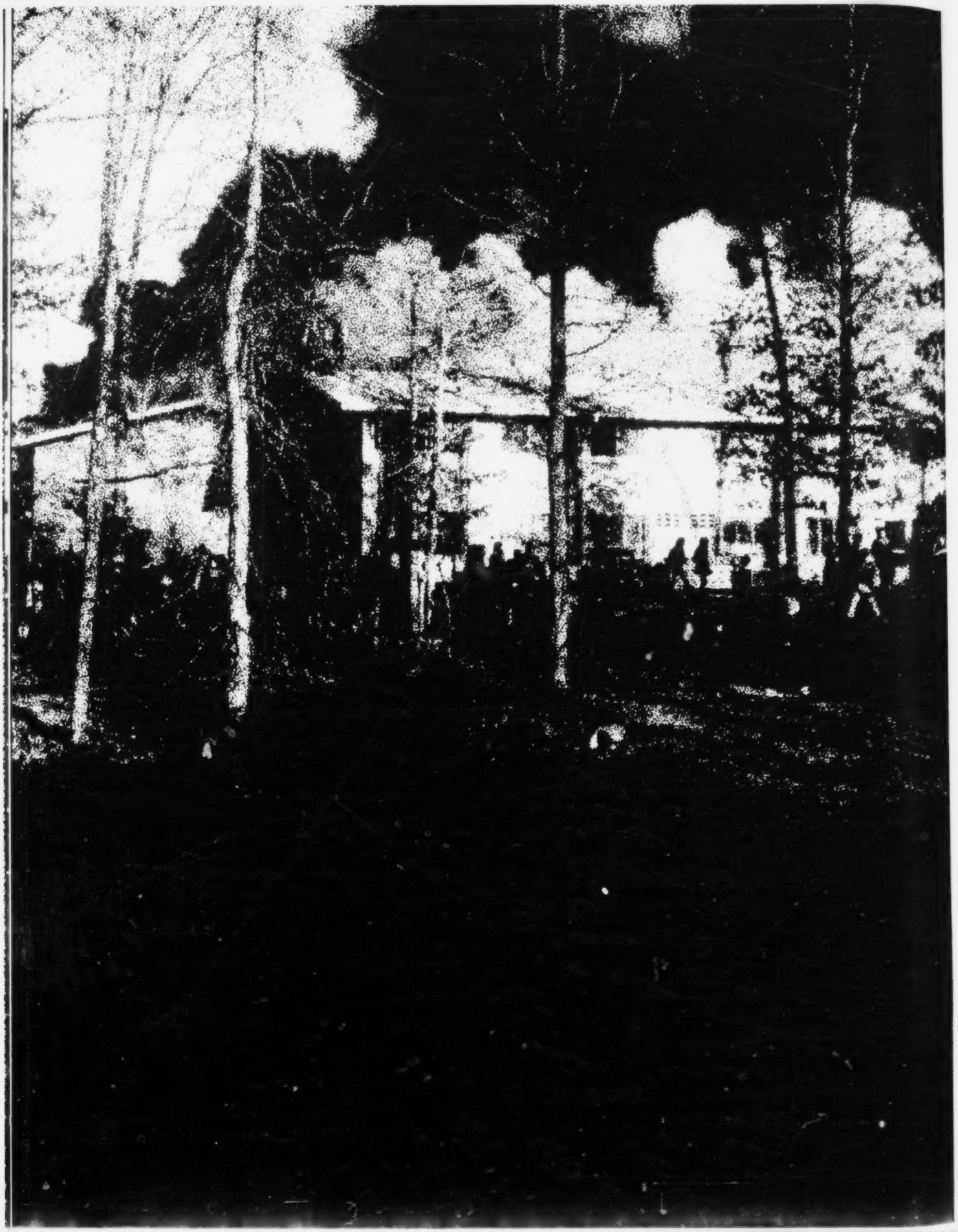
The community loses not only a major economic resource but, more tragically, its fire chief and two volunteers. Why? Because someone—a neighbor—became disgruntled over a decision of the co-op and resorted to arson for purposes of revenge.

What Is Arson?

The legal definition of arson varies from state to state. Most states define the act of arson as the malicious and willful burning of a dwelling; some state statutes require the building to be occupied at the time of the fire. Most people believe arson is a simple crime, but it is not. There are many reasons and motives for the crime. The U.S. Fire Administration has identified more than 20 motives for arson. The major motives are:

Motive	Estimate of Arsons by Motive
Vandalism	35-40%
Revenge	18-30%
Arson-for-Profit	3-19%
Pyromania (compulsion to set fires)	6-25%
Crime Concealment	7-10%

As the table suggests, arson is a complex crime and just as its motivations vary from community to community, so does its frequency. It has been the fastest growing serious crime in this country for the past ten years. Of approximately one million plus structural fires during the period 1977-1978, almost 165,000 were reported as being incendiary or of a suspicious character. These translate into about 750-1,000 deaths, 15,000 injuries and a conservative estimate of $1.3 billion in direct property losses and untold devastation and personal misery.



Arson Prevention and Control in the Fire Volunteer System

The Rural Arson Problem

While arson-for-profit in the large cities has gotten most of the headlines, arson is not solely an urban crime. Communities served by volunteer fire departments are also vulnerable. According to the National Volunteer Fire Council, more than 80% of our nation's fire departments are staffed by volunteers and 42% of the nation's population lives in areas served by volunteers.

When fire occurs on rural property, the impact of the damage on the community can be three to six times greater than when it occurs on city property. The smaller community has more limited housing and, perhaps, one commercial/industrial complex which comprises the entire economic base of the community. Alternative resources are not available; therefore, one arson fire may result in damages from which the community may never be capable of recovering.

Arson is often portrayed as the most difficult crime to prove. Reasons usually given are that:

- evidence of the crime is destroyed by fire,
- witnesses must see the arsonist start the fire, and
- investigations are ineffective.

In truth, arson varies little from most crimes. Frequently, the real problem lies in the inadequate response of public agencies to the arson problem. Volunteer fire departments, fire investigation agencies, law enforcement agencies and prosecutors must cooperate to develop an effective response.

In the instance of the elevator fire, alertness by the volunteer firefighter could lead to a successful prosecution of the arsonist. If the volunteers had noted heavy smoke, an unusually hot, stubborn fire or the odor of a petroleum-based product, this would assist the investigator. Prompt notification of the investigator while securing the fire scene and preserving evidence in its original location will enhance the success of the investigation, as will the noting of unusual circumstances and witnesses at the scene. Finally, the preparation of reports on the fire and cooperation extended to the prosecutor by the volunteer firefighters are the last building blocks of a successful case.

Arson in the Setting of the Volunteer System

Let us review the normal flow of events in the volunteer system at the occurrence of a fire incident. The run is triggered by a call from a citizen to a fire department, a law enforcement agency, or some other form of emergency communications center. Upon receipt of a call, a fire department is dispatched to the scene of the fire by any of the following methods:

1) by direct radio dispatch,

2) by activation of a telephone paging system involving individual pagers for volunteers,

3) by individually calling one or more members of the volunteer department who notify other available members, or

4) by the siren sounding at the firehouse.

Once the fire is extinguished or contained, the senior officer on the scene or some designated firefighter from the responding unit should make a preliminary determination of the cause of the blaze. If the fire appears to be of an incendiary nature, suspicious origin, or indeterminable cause, the responding unit notifies the fire marshal, a law enforcement agency or the state bureau of investigation to conduct a more detailed investigation.

The fire marshal or designated investigator within the region either confirms or rules out an incident of arson. Once the incident has been confirmed and evidence collected, the actual criminal investigation is conducted with the help and/or guidance of the prosecutor. If after the criminal investigation the case is determined to be arson, and if a suspect has been identified, a warrant for arrest is issued. The arrest is made and the case is turned over to the prosecutor who makes the final determination as to whether prosecution in the case is possible, depending on available evidence and conclusive results of analysis from a forensic laboratory. The feasibility of prosecution in the arson case often hinges upon the level of cooperation in the investigation provided by the volunteer firefighter. In fact, unless the firefighter details and reports the possibility of arson, there would be no investigation.

Personnel/Agencies Involved in Arson Detection, Investigation and Prosecution

A host of different agencies, organizations and individuals are involved in the detection, investigation and prosecution of arson. Among these are:

1) Fire Department. Generally it is the first agency to respond to the scene of the fire with the responsibility to protect life and property through fire control and suppression. Being first to arrive at the fire scene, firefighters have the primary responsibility for arson detection, protection of the fire scene, preservation of evidence, and notification of the fire investigation agency.

2) Fire Marshal. This individual is generally a municipal, county or state employee charged with the responsibility of coordinating with all fire departments within his jurisdiction or region, investigating arson and fires of suspicious or undetermined origin, and inspecting certain public buildings or facilities.

3) State and Federal Wildland Organizations. In those areas where fires involve forests, grasslands and crops, participation by State and Federal fire organizations is not only a must, but beneficial. Many volunteer fire departments take action on rural fires where Federal and State Foresters have primary jurisdiction for wildland fires. Wildland firefighting agencies can provide needed expertise not only in fighting the fires, in their investigation, but also in training for detection and investigation.

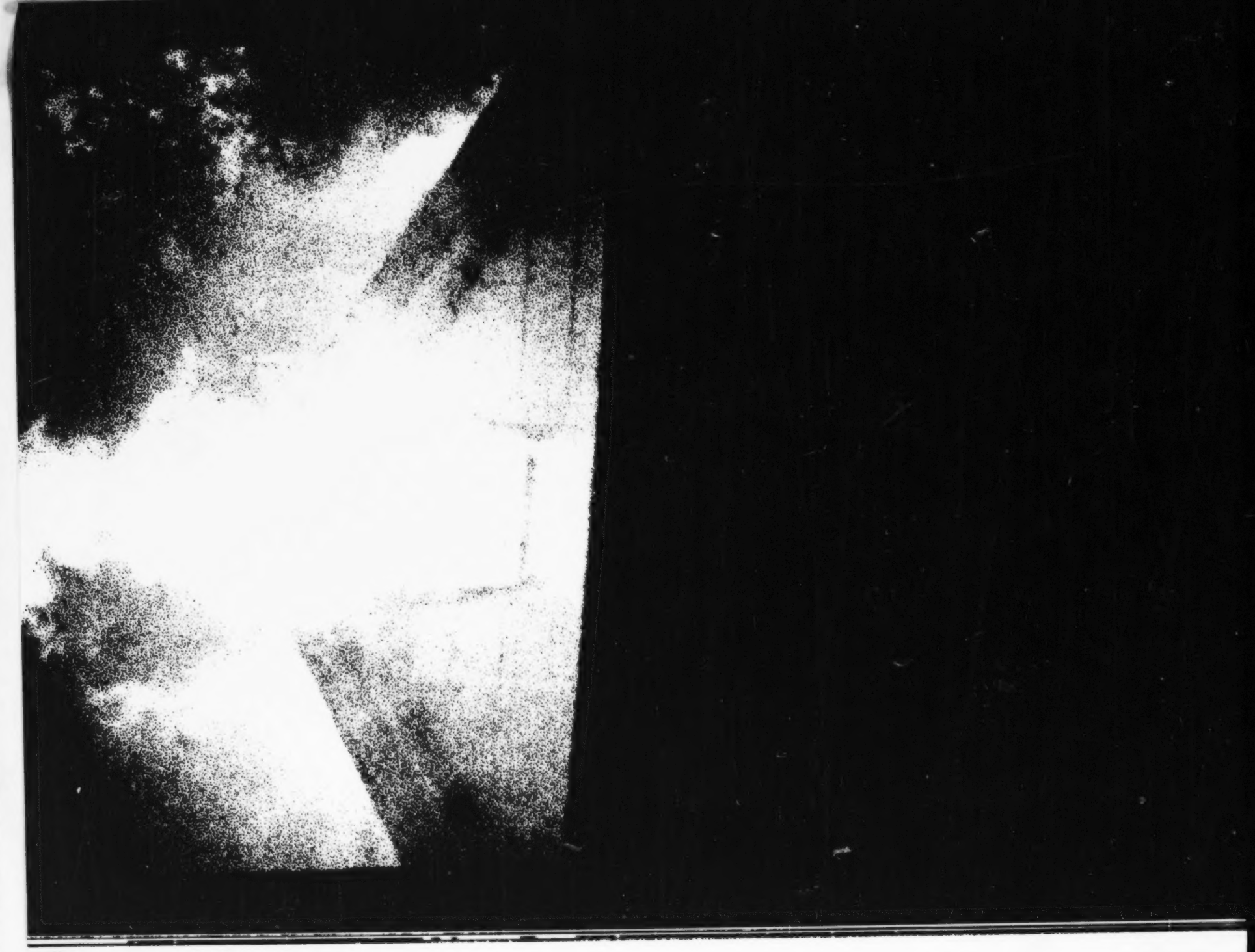
4) Law Enforcement Agency—The Sheriff/Police Department. This agency is charged with

responsibilities for enforcing state and local criminal laws. In cooperation with fire investigators, they assist in conducting the indepth investigation.

5) State Bureau of Investigation. Some states have an agency which provides investigative assistance upon request from local law enforcement or fire officials and county fire marshals. This agency usually operates a statewide crime laboratory available to analyze fire scene evidence.

6) Prosecutor. This person is a state or county level law enforcement official with the responsibility for preparing and prosecuting criminal cases. Often the individual has discretionary powers to accept or reject a case for prosecution. Prosecutors often assist in obtaining administration or criminal search warrants, as well as assisting in the actual investigation.

7) Magistrate/District Judge. These are state or county officials either elected or appointed by the chief district court judge within specified judicial districts. The magistrate reviews the elements of a criminal offense and issues warrants for search and arrest based on the legal sufficiency of evidence presented.



Problems the Volunteer System Faces to Prevent and Control Arson

Lack of Reliable Arson Data

Development of an effective arson reduction program by a community is dependent on knowing the extent and types of arson. In communities across the nation, there is an absence of reliable data on the incidence of arson. In the volunteer system, especially within unincorporated areas, there are normally no central points for the collection of arson statistics. Each fire department and fire protection district keeps its own records, with little uniformity and completeness of data among them. The state or county fire marshal's office also keeps fire investigation data. Here, classifications of fires can vary. Dollar loss estimates for arson are guesses at best. Moreover, not all arson fires are reported or even identified. The USFA National Fire Incident Reporting System (NFIRS) and the FBI Uniform Crime Reports (UCR) are improving the data situation but, on the whole, accurate, uniform arson statistics are lacking at this time.

Inadequate Training

Firefighters are the first to arrive at the fire scene. Therefore, they have the primary responsibility for arson detection, preservation of evidence and protection of the fire scene until a fire investigator arrives. Limited training to perform these functions (true of both the volunteer and career systems) is a major factor responsible for the low arrest and conviction rates in arson cases. While a volunteer system does provide fire protection to the citizens it serves, the system has a built-in constraint when it comes to any training that requires a volunteer to spend time away from his regular job. Limited training for volunteers, however, is not the sole factor deterring arson prevention and control. Arson is not exclusively a fire department problem, nor is it solely a law enforcement problem. Rather arson is a community problem requiring action by a number of its agencies to prevent and control the crime. Unfortunately, members of the other agencies also lack the knowledge, skills and workforce to deal with the problem. Training programs must be developed that are available at times when the volunteer and others can attend.

Lack of Coordination Among Agencies

A serious lack of coordination and cooperation among and between the various agencies involved in arson prevention and control often hampers the process. There are few jurisdictions which have formal procedures on how an arson case is to be handled. Often, no one knows whom to contact when an arson or suspicious fire occurs. Few jurisdictions have formal plans detailing duties, responsibilities and roles for the various agencies involved.

Difficulty in Prosecuting Arson Cases

Prosecutors and their staffs, as well as members of the judiciary, are often not aware of the seriousness of the arson

problem and its effect on the community in terms of life and property loss. Arson cases take much time, effort, and energy to process through the judicial system. They are erroneously viewed as being difficult to prosecute, lengthy to hear, and at times, shunted aside as "the insurance company's problem." Programs are needed to enable district attorneys and members of the judiciary to become better aware of the nature and extent of the arson problem and to involve them more effectively in procedures to deal with it. There is insufficient involvement in early investigations which hinders subsequent case preparation by district attorneys. Magistrates and judges may not be fully knowledgeable of technicalities involved in arson. Furthermore, in many cases of jury trial, jurors are given insufficient instruction and proper use of expert witnesses is not realized.

Lack of Coordination Between Public and Private Arson Investigations

Insurance companies may in the interest of speedy settlement of claims (and often as required by state law), pay the owner of the building or property for the loss before the conclusion of the official law enforcement investigation. Such speedy settlements may jeopardize the pending criminal action or any future civil action. While dual investigations may be required in many cases, a system of shared information could do much to improve the problem. Forty states now have an insurance immunity law to protect the insurance industry from suit when data are shared with public agencies investigating an incendiary fire. Cooperation and positive results are possible in the remaining states if similar legislation is passed.

Public Awareness of the Arson Problem

The general public is unaware of and apathetic to the nature and extent of the arson problem. Once a building burns, the problem is assumed to be that of the owner and the insurance company. The psychology of the public is to be sympathetic to anyone who can get a portion of the insurance premium back in the form of a claim. There seems to be little realization that such claims increase the insurance premiums the public pays.

The cost of every fire is totally borne by the public—something too few people realize. Arson is viewed as a white collar crime against property rather than a vicious crime against people (about 800 deaths yearly). Detailed and adequately funded public education and arson awareness programs are virtually nonexistent. In areas where such programs have been developed, though, significant reduction in arson fires has been realized.

Inadequate State Laws Concerning Arson

States currently operate under an array of widely differing arson statutes, other laws relevant to arson, and case law. The definition of arson is determined by state statute; however, states even disagree on a definition of arson. For example, in Texas, arson has not been committed if the owner burns his or her own house, as long as the insurance reimbursement is not claimed. In North Carolina, if only the contents of a dwelling are burned and no portion of the structure is burned, then arson cannot be charged. In Colorado, because of strict environmental laws, setting a fire in a trash bin is a felony.

The role of the State Fire Marshal, likewise, varies from state to state. In Connecticut, the law stipulates that a fire marshal must establish the cause of a fire and that a police officer cannot testify as to cause. In Texas and Illinois, state fire marshals are not allowed to testify in a civil fire insurance case. Two states do not have a state fire mar-

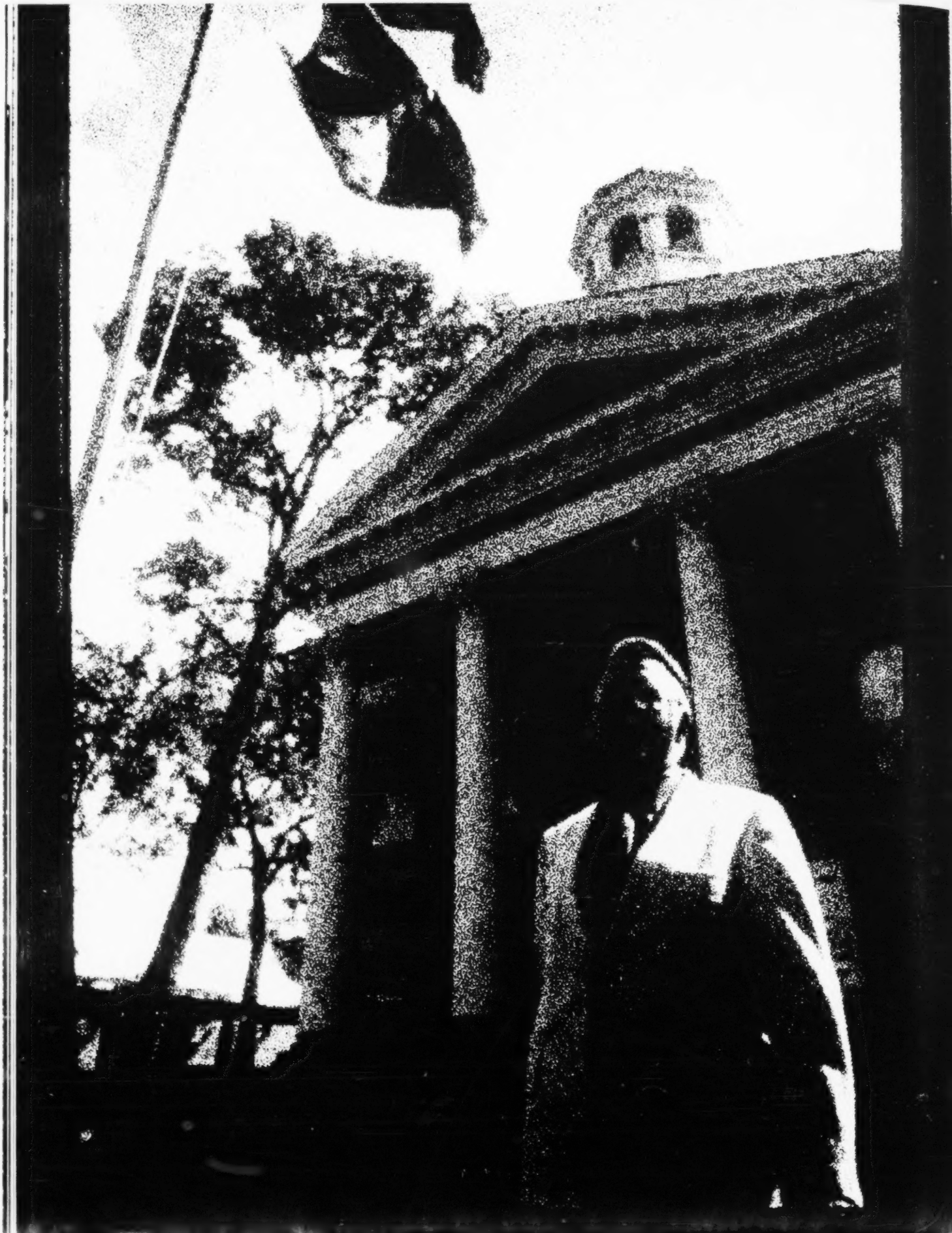
shal, and in seven states, the fire marshal is also the insurance commissioner. Continuing efforts are underway to standardize arson laws and to develop clear state statutes related to arson.

Investigative Problems

Arson is usually committed by stealth, and the nature and availability of physical evidence on the scene is not always understood by those investigating the fire. There is little, if any, detection or "sniffer" equipment for on-site preliminary screening analysis of physical evidence at a fire scene, nor qualified personnel to use such equipment. With this constraint, there is often insufficient time to alert proper, qualified authorities of the occurrence of a suspected arson. The U.S. Supreme Court has ruled that once a blaze is extinguished and firefighters have left the premises, a warrant is required before the property may be re-entered and searched, if the owner or occupant objects to the re-entry.

To secure such a warrant to investigate the cause of a fire, an official must show that either the warrant is necessary to fulfill the administrative function of determining the fire cause, or that probable cause exists that a crime has been committed. Though this Supreme Court ruling affects all fire situations, it is especially detrimental in the volunteer system, since early recognition and alerting of qualified personnel is an actual element in conducting an arson investigation. Early notification of fire investigation agencies is a must in instances of incendiary, suspicious and cause-undetermined fires.

A frequent problem in small communities is that there is a reluctance to investigate or make trouble for one's neighbor. Such misplaced loyalty, where it exists, may one day lead to the death of an innocent victim in an arson fire. However, volunteer fire departments must develop and maintain a professional approach to the investigation of fires, as they have in fighting fires, if arson in their area of jurisdiction is to be reduced.



How Can the Volunteer System Manage the Arson Problem?

Though motivations for arson are the same, the rural and suburban arson problems differ from the urban in two ways:

1) the types of fires are dissimilar, and

2) available resources are significantly reduced.

In the rural environment, arson fires frequently involve wildlands and crops, in addition to dwellings, barns, and other buildings. The resources of volunteer fire departments serving rural areas usually are limited. In many volunteer systems, there is confusion as to whether the volunteer department has any role in arson prevention and control.

In the areas of arson detection and investigation particularly, some volunteers question their role. Many ask:

- What role should the volunteer fire department play in combating arson?
- What is the volunteer's role in detection and investigation functions?
- What role do volunteer departments play in arson prevention?
- How can volunteers enhance their capabilities to fulfill these roles?
- How can rural and suburban communities served by a volunteer system combat arson?

Many states, large urban areas, counties and even rural areas served by a volunteer system have found an approach which is proving successful in reducing their arsons. That approach is the arson task force.

The Arson Task Force

The arson task force is a management system that develops and implements strategies to control and prevent arson. Its concept is simple: mobilize public and private resources; coordinate responsibilities; and integrate efforts of agencies, groups, and persons who are involved or should be involved into an organized strategy. The arson task force operates as a coalition. As such, it requires coordination and integration of all community resources. Among the many agencies to be included in the task force are:

Office of the Mayor/Town Manager,
City Council/County Supervisors/
Selectmen/Assemblymen,
Fire Chief/Fire Marshal,
Police Chief/Sheriff,
State/Federal Forestry Service,
Office of the Prosecutor,
Office of Buildings/Codes/Records,
Insurance Industry,
Civic Organizations,
Chamber of Commerce,
Community Groups,
Media, and
Prominent Citizens.

The chairperson of the task force must be a strong coalition leader. He or she serves as the catalyst for getting the program oriented, obtaining commit-

ments of cooperation and generating enthusiasm and momentum on a continuing basis. In many communities, the fire chief has been the initiating agent of the arson task force. With the active support and participation by the executive and legislative branches of the community, the arson task force's programs can be successful in the prevention and control of arson.

The arson task force has two major areas of responsibility. The first is policy setting, the second is program implementation.

Policy-Setting Responsibilities

1) Defining the community's arson situation by:
   - identifying the problem,
   - identifying the contributing factors,
   - identifying and evaluating existing programs, if any, and
   - identifying available resources.

2) Setting goals and objectives such as:
   - classifying the magnitude of the arson problem,
   - promoting public awareness, and
   - increasing ratio of convictions for total number of arson incidents.

3) Setting policies/establishing priorities and selecting programs such as:
   - establishing training for all line firefighters, fire officers and police officers,
   - defining responsibilities and jurisdictions for investigation of suspected incendiary fires,
   - establishing hotline program,
   - establishing public awareness and media campaigns, and
   - establishing liaison with the legislators to promote legislation which will provide disincentives to arsonists.

4) Approving and implementing programs such as:
   - identifying sources of funding support,
   - obtaining commitments from member agencies,
   - identifying responsible agency for specific programs, and
   - implementing programs.

5) Conducting objectives toward specific goals:
   - evaluating program effectiveness and resource utilization,
   - evaluating program objectives, and
   - examining, as necessary, program alternatives.

Program Implementation Responsibilities

1) Forming an arson control unit,

2) Setting up mechanisms for arson data analysis and an arson information management system,

3) Increasing public awareness of arson problem,

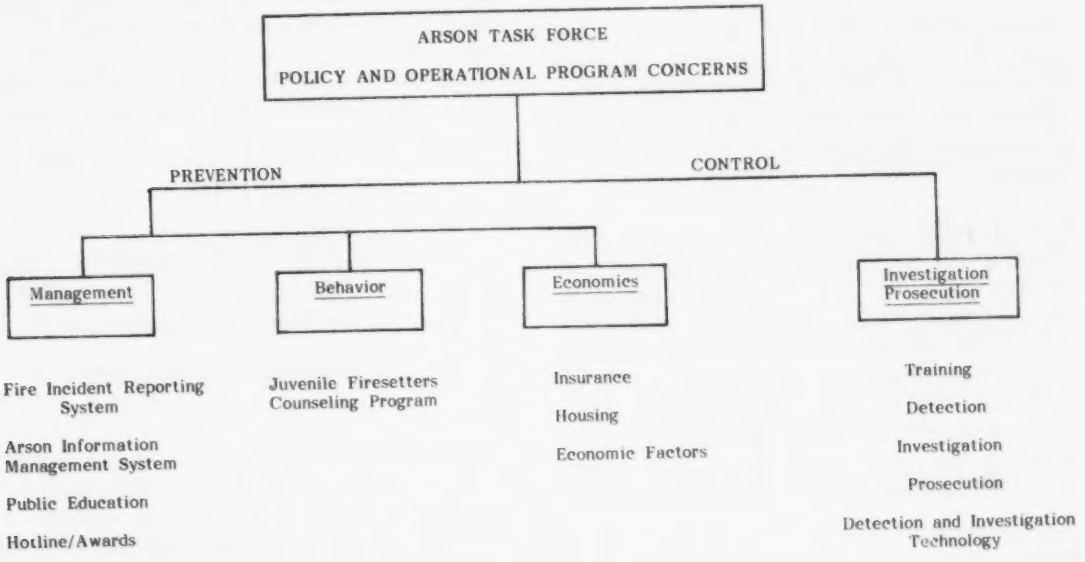
4) Instituting hotline/tipster program,

5) Obtaining community participation,

6) Establishing training in detection, investigation and prosecution, and

7) Instituting a juvenile firesetters counseling program.

FIGURE 1: ARSON TASK FORCE PREVENTION AND CONTROL CONCERNS



Preventing and Controlling Arson

The U.S. Fire Administration Report to Congress, Arson: The Federal Role in Arson Prevention and Control recommended that arson be attacked on four fronts:

- o management,
- o economics,
- o behavior, and
- o investigation and prosecution.

The first three areas are concerned with prevention and the fourth with control. The concerns of the arson task force effectively lend themselves to such an organizational approach as can be seen in Figure 1.

Functionally, the successful arson task force gives equal emphasis to prevention as well as to control efforts. Experience has shown that regardless of how effective control efforts are, without the prevention programs, the arson losses of the community will continue to rise. Each community must establish its own balance between these functional areas to be effective against its arson problem.

Types of Arson Task Forces for Volunteer Systems

Communities are unique. No hard and fast rule can fit their individual situations. But certain task force approaches and techniques can and do apply to the various types of communities served by the volunteer system. Depending on geographical and political considerations, arson task forces for the volunteer system can be organized in several different ways:

- on a metropolitan area basis,
- on a regional basis, or
- on a county basis.

Metropolitan Arson Task Forces -

Participating in a metropolitan arson task force is an extremely useful approach for those rural and suburban communities which border on large cities. Pooling resources with a large community offers such advantages as:

- more effective training in detection and investigation of arson,
- greater indepth investigation,
- more experienced personnel involved in detection, investigation and prosecution,
- centralized, systematic data collection and analysis,
- metropolitan facilities and resources, such as:
  - — forensic laboratory,
  - — media involvement in public education, and
  - — hotline/tip programs, and
- maximization of resources.

Representatives of rural and suburban communities participate not only in operation tasks but also in policy by serving on committees concerned with specific issues and programs.

An example of a metropolitan arson task force is the Dayton-Montgomery County, Ohio arson task force. (See description in Appendix.)

Regional (Interjurisdictional) Arson Task Forces -

The interjurisdictional arson task force has developed out of recognition that arson does not respect political boundaries. Similar to the metropolitan arson task force, this approach pools the resources of the communities involved to achieve the benefits that cooperative, integrated efforts provide. Interjurisdictional arson task forces are composed of members

from all participating communities and represent law enforcement agencies, fire departments, local elected officials, the insurance industry and the state fire marshal's office. An example of an interjurisdictional task force is the Regional Arson Investigation Squad of the Central Virginia Planning District. (See description in Appendix.)

County Arson Task Forces- The county arson task force pools resources and coordinates arson prevention and control efforts of all jurisdictions within a county. This approach lends itself to using the existing government structure to combat arson. The advantage is that a working organizational structure can serve as the nucleus of the arson task force. The usual entities around which the county task force is formed are:

- County Fire Coordinator,
- County or State Fire Marshal,
- County Prosecutor,
- County Sheriff/local Police Chief,
- County Chamber of Commerce, and
- County Insurance Industry.

Investigations are conducted interjurisdictionally with local resources coordinated on the county level. Participating county task force communities normally sign agreements to legalize availability of their investigators to other communities. Thus, all participating communities, regardless of investigation resources, have access to greater resources.

A county arson task force enlarges and enhances capabilities for more effective arson prevention and control measures than would be possible for individual communities acting separately. Among possible strategies are:

- development of an arson information management system to collect and analyze data,
- allocation of resources on a more effective level,
- arson public awareness programs via the media,
- arson public education programs; speakers bureau,
- firesetters counseling programs,
- interaction with Federal, state, and private resources,
- hotline/tipster programs, and
- training of fire investigators and prosecutors.

An example of a suburban county arson task force is that of Suffolk County, New York. (See description in Appendix.)

How Does a Jurisdiction Develop an Arson Task Force?

Most task forces have used existing resources and receive no additional public funds. Professional and clerical services were sometimes donated, often by the insurance industry. Usually task force assignments can be handled by existing personnel within the scope of their duties. Most communities have the capability to develop their own task force program. Usually, the only thing lacking to get them going is a catalyst/stimulator—a person or group with sufficient interest and leadership ability, or a rash of devastating arsons which precipitate attention and public demand for action.

Mechanics

Here are some suggested steps in starting an arson task force:

1. You, as a concerned member of your community, gather a small group that is representative of the forces that should participate in the arson task force. (This group will constitute the "organizing committee." These individuals will do the initial work to get the arson task force started.)

2. Before this meeting, familiarize yourself with the arson task force concept. Obtain background information on arson task forces and have material on hand for discussion and examination. Helpful material includes:

   - USFA, Report to Congress, Arson: The Federal Role in Arson Prevention and Control,
   - USFA, Arson Task Force Assistance Program,
   - USFA, Arson Resource Directory,
   - Issues of Arson Resource Exchange Bulletin,
   - LEAA, Program Models: Arson Prevention and Control
   - Allstate Insurance, Put the Heat on the Arsonists,
   - Hartford Insurance, Arson News Media Guidebook, and
   - Insurance Committee for Arson Control, Target: Arson.

3. Prepare yourself to define and discuss your community's arson problem.

4. Prepare yourself to define and discuss goals and objectives of an arson task force effort for your community.

5. Develop issue statements defining purpose, mission, and scope of the task force.

6. Evolve, through discussion, a list of the forces that are to be brought together and assign responsibilities for contacting each. Send a letter to each invited participant at least two weeks before the meeting.

7. Elect or appoint a temporary chairperson and recording secretary

to organize and call the first organizational meeting.

8. Develop an agenda for the first organizational meeting.

9. Circulate issue papers in the community in advance of the first meeting.

10. Recommend that the temporary chairperson and other "organizing committee" members talk with all invited participants (or as many as possible) before the meeting takes place so each is clear about the purpose and is motivated to attend.

11. Establish a follow-up contact program to remind invited participants of the pending meeting a few days beforehand.

Agenda for the First Organizational Meeting

1. Discussion of community's arson problem.

2. Discussion of arson task force as a community strategy.

3. Distribution of informational material on arson task forces.

4. Development of a consensus on purpose, goals and objectives of the task force. Set these down on paper and distribute for refinement and confirmation.

5. Selection of temporary officers.

6. Development and commitments for a plan for action which includes:

   - announcement to the public of the establishment of the arson task force,
   - stimulation of interest of representative groups and media,
   - building community support for the task force, and
   - appointment of committees and action subcommittees or work groups.

7. Identification of responsibilities of committees and subcommittees.

8. Development of timetable for action.

Agenda for the Next Meeting

1. Reports by committees and subcommittees.

2. Evaluation of action results thus far, including: turnout, media coverage and support/interest.

3. Selection/appointment of permanent task force: chairperson/leader and operational officers.

4. Discussion and proposals for further/new action

5. Plans for involving new member/missing task force elements.

Organizational Factors to be Considered in the Arson Task Force

The elements in the organization chart of Figure 1 can serve as a guide for matching persons, organizations, and interested groups with the concerns and operations of the arson task force. If at all possible, someone known to a prospect should make the initial contact. Formal invitations should be made by the task force chairperson/leader. Ideally, the chairperson is one who commands the respect of the community; he could be the mayor/chairperson of the county board of supervisors, district attorney, district fire chief or sheriff/police chief. The choice of the sponsoring agency and the task force leader has important implications for the success of the force, especially in its effectiveness

in obtaining support from the entire community. In this respect, the following factors are important:

- the ability and willingness of the candidate-sponsoring agency to make the commitment of resources required,
- the capability of that agency to get cooperation and action from all sectors of the community and the jurisdictions, and
- the acceptance by the rest of the community of that agency's leadership.

Generally, the agency which meets the criteria of resources, authority and neutrality is a jurisdiction's chief administrative officer or city council/board of supervisors. Such a sponsorship and leadership also avoids the potential interagency "turf" problem. The task force is a coalition of a community's resources to bring focus on the arson problem. The task force chairperson, to help effect policy and implement policy objectives, will divide responsibilities among several groupings or committees.

Arson Task Force Working Groups/Subcommittees

To share administrative responsibilities and to take advantage of the special backgrounds and experience of task force members, the chairperson may appoint special working groups/subcommittees (which are usually identified in the task force charter) to handle programs and activities. These include:

- Membership: To solicit and encourage membership in the task force and actively work toward greater attendance at meetings and maintain an even mix of members among fire, law enforcement, prosecution, judiciary, insurance and other concerned groups.
- Finance: To manage the financial requirements of the task force. This committee will assess needs and devise means for obtaining funds to meet those needs.
- Public Awareness/Education: To promote public understanding and involvement in arson prevention and control.
- Legislation: To foster and promote desirable legislation bearing on the problem of arson.
- Education and Training: To encourage education and training of professionals concerned in the areas of detection, investigation and prosecution.
- Research and Data: To collect data on the incidence, extent and types of arson for analysis toward development of programs to combat the crime and to measure progress.
- Liaison: To serve as a liaison mechanism between the task force, other state and local jurisdictions and the Federal Government.
- Investigation and Prosecution: To promote better understanding of the interrelationship of these two activities, improve cooperation and thereby enhance the procedures of each of these agencies.

Task Force Membership

The membership and organization of task forces vary from community to community. While there are no prescribed standards for membership because of the individuality of communities and jurisdictions, participation by certain agencies provides advantages. It is, therefore, important to emphasize that the following should be included:

- County or Local Government Executive Office - to provide authority and influence.
- Fire Department - to coordinate fire department efforts and to provide valuable information on the technical determination of fire cause and origin.
- Police/Sheriff - to provide assistance in the technical aspects of criminal investigations of arson and related crimes.
- Prosecutor's Office - to review and coordinate the prosecution of arson cases and to ensure adequate involvement at the earliest stages of case investigation.
- Insurance Industry - to assist in obtaining both financial support and use of industry programs to complement the community's anti-arson efforts.
- Building Department - to help monitor code violations.
- Board of Education - to help develop a juvenile firesetters counseling program.
- Federal and State Agencies - to provide assistance in prevention and control efforts, (i.e., FBI, ATF, state police, State/Federal Forest Service).
- Community, business, service, media, school groups - to participate in and to establish programs to control and prevent arson.

Community task forces may be composed of representatives of all, several, or only four or five of the above agencies. At a minimum, task force membership should include representatives from the fire department, police/sheriff, as well as the prosecutor's office, town mayor/county supervisor and the insurance industry. Depending on the nature of the jurisdiction, participation by building and housing departments, the banking industry, community groups, youth agencies, and related human service organizations is also advised. Representatives of each agency should have the authority to commit their agency to contributing resources and implementing policies identified by the task force.

A written record of all interagency agreements affecting the operation of the task force is recommended. Periodic reports to the community or to the sponsoring organization are a valuable management tool. During the initial planning phase, frequent meetings of the policy component of the task force are necessary in order to plan, develop, and organize the task force, as well as to resolve jurisdictional issues and to develop training plans. After the task force is implemented, regularly scheduled meetings on a monthly or bimonthly basis are adequate for monitoring purposes, for continuing the development of longer-time prevention strategies and for continuing interagency cooperation. Special issues and contingencies may require additional meetings.

Key Operational Actions

Among the initial areas for task force operational action are the following:

Arson Detection - One of the most vital areas of concern for volunteers is to receive training in arson detection. Primary emphasis must be placed on making training available when the volunteer is available. The task force training committee may not need to develop its own training courses. The committee should explore available training from the state fire training director, the state fire marshal, the state chapter of the International Association of Arson Investigators (IAAI), the local, or closest community

college with a fire science training program. The National Fire Academy has made available to every state complete training packages for two courses: "Arson Detection" and "Fire and Arson Investigation." States—Minnesota for example—are beginning to mandate arson training for all law enforcement and fire personnel. In Minnesota, one-half of the salaries of public safety personnel, police and fire, are reimbursed by the state for attending such training. Volunteers attending classes within their own jurisdiction are reimbursed at $35 per day. The training committee should also explore the possibility of training through field and regional offices of the FBI and the Bureau of Alcohol, Tobacco and Firearms (ATF) by contacting the respective field office training coordinator.

Public Education - The need to inform and involve the general public in arson prevention and control activities is essential to the success of the task force. Many task forces develop a program slogan, such as "Burn an Arsonist" or "Arrest Arson" as well as a symbol, and use them in their public education campaigns. Some ideas for getting public attention and involvement are:

- News Media
  - realize that fire is news, arson is "bigger" news
  - publicize all arson prevention and control activities of the task force as news events
- Advertising (using the slogan and symbol)
  - create signs, billboards, posters, buttons, etc.
  - insert newspaper ads
  - include throwaway flyers at grocery stores, in bank statements, in utility bills, etc.
- School, church, and service club programs
  - visit local schools with programs for both teachers and students
  - involve groups like boy scouts, girl scouts, athletic programs, Kiwanis, Lions, etc.
  - use public service announcements (PSA) on local radio and TV stations
- Speakers Bureau
  - provide speakers for local meetings

Data - Data collection is useful in defining the specifics of a community's arson problem. At the local level, manual analysis can begin to show patterns and guide a community's response to its problem. More sophisticated analyses of local data should be available from the state through the state fire marshal's office.

Liaison - Outside of its own jurisdiction, a number of helpful resources are available to the volunteer system arson task force. Liaison should be established with the following for the type of support indicated.

- The state fire marshal's office can offer assistance and guidance both in organizing the task force and in specific operational problems, as well as providing assistance and guidance in investigation and forensic laboratory analysis of arson evidence.
- The state fire training director can offer training assistance.
- The state public safety/law enforcement department can offer assistance and guidance in investigation problems and crime forensic laboratory analysis.

- The State forester can provide expertise in fire investigation and training in forest and wildland fires.

- The state attorney general's office can offer assistance and guidance in organizational and operational matters related to the task force.

- The state insurance commissioner can offer guidance in insurance matters related to arson.

- The insurance industry can offer cooperation and support in organizing and operating the task force.

- The U.S. Fire Administration through the LEAA/USFA Arson Task Forces Assistance Program can offer technical assistance in organizing and operating the task force.

- The U.S. Fire Administration Arson Resource Center can provide useful information, manuals and bulletins on arson problems.

- The U.S. Fire Administration's National Fire Academy provides fire investigation and arson detection "training the trainers" courses.

- The fire representatives in the ten regional offices of the Federal Emergency Management Agency can provide information on technical assistance. (A listing of the regional offices appears in Appendix I.)

Summary

The arson task force has had a national experience as a proven weapon in the fight against arson. The arson task force is a management system that develops and implements strategies to control and prevent arson. Its approach is simple: mobilize public and private resources; coordinate responsibilities and integrate efforts of agencies, groups and persons who are or should be involved into an organized strikeforce. This strategy has worked successfully on statewide levels, in large urban communities and in rural areas serviced by the volunteer fire department system.

Even small volunteer fire departments can, at a minimum, adapt some of the anti-arson measures of the arson task force approach to meet their individual situations. Always contact the state fire marshal's office or the local county fire coordinator for possible assistance. These offices may know of other local groups interested in arson and may be able to provide direct technical assistance to help your efforts. Organization problems are simpler if the county task force approach can be used.

There is benefit to be gained from using the resources of an existing county government structure to mobilize and coordinate efforts of the various groups and agencies that should work together to fight and reduce arson.

PART TWO

THE VOLUNTEER FIREFIGHTER'S RESPONSIBILITY FOR ARSON DETECTION AND INVESTIGATION

The primary responsibilities of volunteer firefighters, when arriving at a fire, are the rescue of endangered people and the extinguishment of the fire. They also have the responsibility to assist in determining whether a fire was deliberately or accidentally caused. Determination of the cause usually comes after the fire has been extinguished.

The volunteer firefighter plays a strategic role in arson detection and investigation. First-in firefighters are the investigator's best source of information concerning the initial circumstances at the fire scene, the fire's exact location, its spread and intensity. Firefighters who have received training in fire detection procedures especially can provide a useful service, because they know what details are important in the determination of fire cause.

The investigation usually does not begin until after the fire has been controlled and overhaul has begun. A fire that looks suspicious or one whose cause is difficult to determine requires highly trained and experienced personnel. Trained investigators usually don't come until requested by the fire chief or officer-in-charge. If investigators are from a nearby, large city department, state or county jurisdiction, they probably will be unfamiliar with the "lay of the land," and the volunteer has the responsibility to help.

The volunteer knows his community, its people, its businesses and most important, knows the problems that may exist in the area. The investigator from outside the community may do well at the fire scene and in the determination of the cause of the fire, but in order for him to proceed to fix the responsibility for the fire, it is vital that the investigator has the full cooperation of the local fire department. The volunteer should never step aside because the so-called "expert" has come onto the scene. He needs the volunteer's help. The volunteer's interest should be strong and continuing in the investigation which affects him and his community.

The responsibilities of the volunteer firefighter in arson detection and fire investigation may be grouped according to the functional activity being performed. Figure 2 charts the function categories and duties in the volunteer's role in arson detection and investigation. The explanation that follows is in the sequence of the flow chart Figure 2.

Fire Reported

Dispatchers (police or fire) must record the means by which the alarm was received, as well as the time and date. If possible, they should obtain the identity of the person or persons reporting the fire. If descriptive statements about the fire are made, these should be recorded for later use by investigators.

The dispatcher should record, also on a routine basis, data on the weather conditions (whether it is rainy-clear; hot-cold; the wind direction; the humidity). Such information will prove invaluable in identifying causes of fire growth, spread

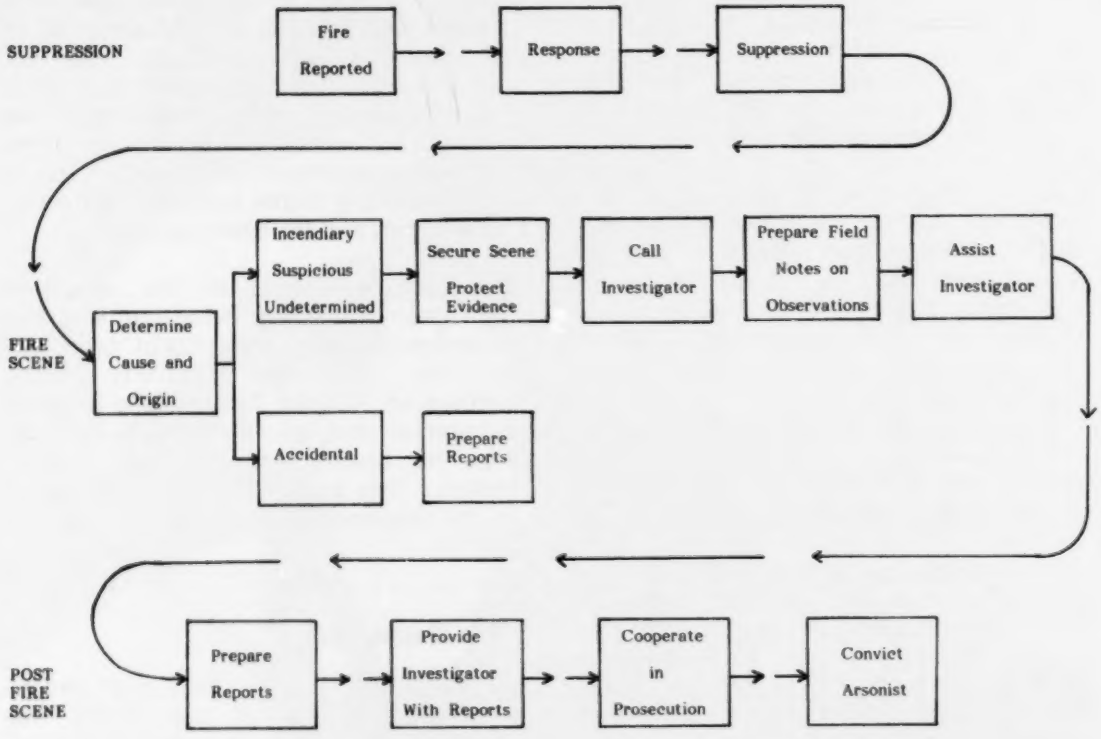
and other characteristics related to environmental factors.

Response

Time of arrival of the fire department on the scene must be recorded immediately. Where two-way communications exist, dispatchers may make a record of time of a reported arrival. Firefighters responding to the fire should note and later record any unusual occurrence that impede their response. To be noted are such incidents as man-made or unusual

FIGURE 2:

FLOW CHART OF THE ARSON DETECTION/INVESTIGATION PROCESS



type barriers because they are often related to arson fires. The blocking or disablement of hydrants or water supply sources on the scene must also be noted.

In responding to the fire, the volunteer, whether on fire apparatus or in a private car, should note any vehicle being driven in the immediate area. Given the speed of fire spread when accelerants have been used and the speed of present communication technology by which a fire is reported, it is quite feasible that the volunteer responding may pass the firesetter going in the opposite direction. When suspicious vehicles are seen, the information should be passed immediately to the fire chief so that the appropriate law enforcement agencies may be notified.

As you, the volunteer, approach the fire scene, pay attention to and note smoke conditions and its color. (The color of the smoke may give a general idea of the type of material burning.) Note also where fire is showing and the color and type of flame. Information on smoke and flame observations of the firefighter can be of invaluable assistance to the fire investigator.

As you arrive at the fire scene, observe the dress and appearance of the people at the fire. Any unusual dress or behavior among the onlookers should be noted and that information passed to the investigators. For example, if a fire occurs at 3:00 a.m., you would not expect to find people fleeing while fully dressed.

Suppression

As you begin suppressing the fire, you should note the need or lack of need for forcible entry. This factor may prove crucial in establishing access of the arsonist to the building. Any blocking or obstruction of normal means of entrance also should be noted. Arsonists frequently use such latter methods to delay discovery and suppression of the fire.

When you enter the structure, be on the lookout for any unusual conditions such as distinctly separate fires, unusual odors or unusual flame colors. Note, also the degree of destruction before the start of suppression activities.

Another factor to be watchful of is whether the sprinkler, fire alarm and burglar alarms are operating.

As you open the water stream upon the fire, note and later record any unusual reaction. A violent spurting of flames and sparks, and an increase in intensity and spread of fire can indicate that the fire was deliberately set and an accelerant is present.

Determination of Cause and Origin

After the fire is suppressed and before overhaul and salvage operations are started, preliminary investigation of cause and origin of the fire should begin. At this time, the designated officer-in-charge examines the fire scene, to (1) attempt to determine the point of fire origin; and (2) to determine the cause factor resulting in the fire. Care must be taken to preserve vital evidence at its original location and in its original condition.

During this operation, minimum manpower is needed within the structure and nonessential personnel would do better at other chores outside. The officer-in-charge should be careful to note and record any unusual circumstances, such as holes in walls and ceilings, fire doors rendered inoperative, excessive destruction based on the fire load, and inoperative fire protective systems, since these factors could indicate arson. The officer-in-charge or investigator should also look for indications or remains of trailers/streamers (combustible material used to create trails for spreading the fire).

Particular attention should be given to the condition, presence or absence of the normal contents of the structure. Frequently, firesetters will remove pets, valuables, and irreplaceable items (i.e., diplomas, photographs, etc.) to prevent their destruction. Absence of such normal items could indicate that the fire was set by the owner.

The point of origin of the fire can reveal the presence of a "plant" (a device or apparatus used to set a fire, e.g., the wastebasket set on fire which contains a plastic bottle of flammable liquid). Intense destruction of material or the structure should be noted. In examining the point of origin, the fire officer should look carefully for remains of the materials involved in the cause of fire, such as:

- candles,
- matches,
- flammable liquid containers,
- chemicals,
- electrical equipment, or
- timing devices.

It is extremely important that any evidence discovered during the cause and origin examination not be disturbed. Evidence should not be picked up for closer examination nor for any other reason. The fire officer conducting the cause and origin examination should record precisely the presence, location, description and condition of the evidence. Evidence handled at this point in time by an unqualified investigator would, in all probability, be ruled inadmissible by the courts.

Securing the Fire Scene—Protection of Evidence

Once it is determined that an indepth investigation of the fire is required, immediate steps should be taken to secure the fire scene. All unnecessary personnel must be required to leave and remain outside of the fire building. Owner, occupants and the general public must be prevented from violating the security of the fire scene. An effective way to do this is to erect a temporary barricade with utility/roof lines or other such ropes, and to station personnel at key points.

Personnel required to remain in the structure should be instructed not to disturb evidence unless absolutely unavoidable. Where evidence has been identified, a firefighter should be assigned the responsibility of guarding that evidence from being disturbed or destroyed. Firefighters posted as guards should remain with the evidence until relieved by the fire investigator.

Call Investigator

Immediately after securing the scene and ensuring the preservation of evidence, the fire officer-in-charge should notify the fire investigation agency for assistance. Fire department personnel must remain on the scene until the arrival of the fire investigator. This preserves the "chain-of-evidence" which will be required for admissibility of the evidence later in court.

Prepare Field Notes on Observations

While awaiting the arrival of the fire investigator, volunteer firefighters should begin preparing their field notes. Such notes should include all pertinent information and observations made of the fire. Bear in mind that such notes can be used in court to refresh the firefighter's memory while testifying, should that become necessary.

Assist Investigators

When the fire investigator arrives, the officer-in-charge normally turns over

fire investigation command to him. All information on fire behavior and any observations of unusual circumstances should be given to the investigator.As necessary, fire personnel should provide the investigator with assistance. Frequently, investigators have a need for manpower, equipment and lighting to conduct their investigation. Such help by the volunteers increases the probability for success in the investigation.

Prepare Reports

After returning to quarters (and after readying apparatus and equipment for the next run), formal reports should be made by the officer-in-charge. The report should be legible and contain all information on the fire in chronological order. Remember that an effective report is brief and concise but includes all pertinent data. Field notes properly prepared are most helpful in developing the formal fire report.

Provide Investigator With Reports

Copies of all reports should be made available to the investigator as soon as possible. Frequently, such reports contain information vital to the conduct of the investigation.

Cooperate With the Prosecutor

As the prosecutor prepares the case either for grand jury indictment or prosecution, he may contact the volunteer firefighters who responded to the fire. The purpose is to establish and develop information and evidence that will assist in processing the case. Fire department cooperation can often be critical to a successful prosecution.

Appearing as a Witness

Because most fire service personnel have never appeared as witnesses in court procedures, the suggestions that follow could be helpful.

- Dress in uniform;
- Be neat and well groomed;
- Give short answers, yes or no, if so directed;
- Answer only as to what you observed, heard and did;
- Do not try to tell a story;
- Do not offer information that is not requested;
- Be courteous, avoid sarcasm;
- If you do not know the answer, say so;
- Do not hurry your answer; think what you want to say;
- Do not become "rattled," stay calm;
- Do not profess to be an expert; if you are an expert, you will be qualified as such by the Court; and
- If you are not sure of a question, ask that it be repeated.

Convict the Arsonist

The cooperation of the fire department can help convict an arsonist—a menace to your community, to your fellow firefighters, and to yourself. Without the volunteer firefighter's commitment to fulfill his responsibility in arson detection and investigation, in all probability, the arsonist can strike again and again.

Exclusion of Accidental Causes

Detection of arson can be a difficult procedure. All probable accidental causes of fire at the point of origin must be eliminated for the fire to be determined the result of an incendiary act. Detec-

tion training in basic fire cause and origin is a must if this difficulty is to be overcome.

Even with recognition of tell-tale signs just previously described, the volunteer needs to be familiar with the generally accepted accidental causes of fire (some of which may be in violation of the safety codes):

- Electric System
  - fuses, bridged with wire or foil or in which pennies have been inserted
  - broken or rotten insulation
  - over-loaded circuits
  - defective switches or fixtures
  - wiring not installed according to local or national electric codes
- Electric Equipment or Appliances
  - not of approved type
  - defective
  - iron or other heating equipment left on or unattended or too close to combustibles
  - paper lamp shades on electric bulbs
- Gas
  - leaks in pipes, defective stoves, or heating unit
- Pets
  - accidentally tipping over materials, stoves, or appliances
- Painting Equipment
  - carelessness with storage of paint, paint rags, linseed oil, turpentine, etc.
  - cleaning paint brushes
- Heating Units
  - overheated stoves
  - clothing being dried too close to fireplaces, stoves, or open flames
  - overheated steam pipes
  - faulty chimneys or flues
  - explosions resulting from kerosene stoves
  - fireplace spark
- Lightning
  - occurrence of lightning and thunderstorms should be checked as a possibility of cause.
- Children
  - match play, unattended children
- Outside Rubbish Fire
- Cooking
  - grease spilling
- Smoking
  - careless disposal of cigarettes, cigars, pipe ashes
  - persons falling asleep while smoking in chair, bed, auto, etc.
- Storage of Hay, Grain

  Check for prior condition to eliminate spontaneous combustion.

Establishing Proof of Arson – "Corpus Delicti"

Note the definition of "Corpus Delicti" in the Glossary in the back of this manual which states:

1) Material substance upon which a crime has been committed. In arson, the Corpus Delicti is established by proving that material has been destroyed or damaged as a result of the fire.

2) The establishment of fact that a crime was committed. In arson, it is required to demonstrate that the fire occurred, that the fire was the result of an incendiary act, and that the incendiary act was committed with criminal intent. So in a court of law, the case must be proved that the burning was the willful act of some person and not the result of accidental or natural causes. Lawyers phrase this as establishing the Corpus Delicti.

Therefore, you can and must help in the task to detail the suspicious circumstances surrounding the fire which indicate it to be the work of an arsonist. Your responsibilities in arson detection and investigation are of such importance that it might be well to repeat and review how you might be more effective in these responsibilities.

You have the responsibility not only to save lives, control and suppress the fire, but also to be observant. Your observations may help establish the Corpus Delicti in the arson case. Critical circumstances of fire and the fire scene may have been called to your attention. By noting the fire's location upon arrival, by noticing what is burning and what is not, by observing its path of travel, and its intensity you can provide information that is vital to the fire investigation and the establishment of the Corpus Delicti.

Knowing what to look for is also necessary in preserving the fire scene. Delaying or minimizing the effects of overhaul, leaving contents in place, and not trampling or destroying objects are all extremely helpful to an investigator's subsequent reconstruction of the scene.

When fires are of a suspicious nature, your salvage operations should be suspended until the investigator arrives. Overhauling should be carefully done to prevent disturbance of evidence. Removal of any contents or structural elements should be delayed until after the investigator arrives. Preserving the scene includes barring unauthorized personnel, especially unescorted occupants who conceal or remove evidence. The removal of valuable documents, jewelry, personal belongings and other salvageable items should be performed as soon as possible. But the removal of contents should always be done under supervision of the fire officer-in-charge or the investigator.

Any obvious arson plant should be protected until it has been photographed in its original position. Photographs of plants reconstructed after they have been removed from the premises have no value whatsoever in courts of law.

Ideally, evidence should be kept untouched and undisturbed. If evidence must be moved, the item and its exact location before it was moved should be identified and photographed or, at least, sketched. Be sure that nothing is added to or taken away from an item of evidence. Preferably, only the investigator should handle evidence. Proper protection of evidence is a technical matter and may vary from one jurisdiction to another. Volunteers should leave this to the investigator or appropriate authorities.

Drivers, pump operators, engineers and officers are also in a position to provide valuable information about the external circumstances of the fire. They have an opportunity to observe occupants and bystanders whose actions might be meaningful in the investigation and overhear conversations about the fire. While laying lines, connecting hydrants and operating equipment, these firefighters might recognize familiar faces or "repeaters" who show undue interest, are overanxious, try to help with the firefighting, or otherwise call attention to themselves.

When cause and origin of a fire have

been established and accidental cause has been ruled out, the fire chief or officer-in-charge has the responsibility to contact the fire investigator to pursue the investigation. If the volunteer department is not associated with an arson task force, the officer or chief should contact the county or state fire marshal's office.

What Should Be Done in Case of a Death in the Fire

1) Follow your local or state procedures.

2) If it's a fire to cover a crime and you can leave the body where you found it, do so. Call the county coroner and the law enforcement agency responsible. Some states require notification of the state fire marshal in all fire-related deaths.

Protection of the Fire Scene – Guarding Building and Property Involved in Fire

Post a guard. In many instances, no trained investigator is immediately available after the discovery of suspicious circumstances. However, the building should be guarded and kept under the control of the fire department until all evidence has been collected. It should be the policy of all fire departments to call a trained fire investigator into the case as soon as possible. Local cases can sometimes be handled by the police/sheriff's department or fire and police arson squads, but arson investigation is a highly specialized branch of law enforcement. A trained fire investigator should do the job. Local fire department and police department investigators can receive expert aid from the state fire marshal's office for assistance in fire investigation. No unauthorized person should be allowed to enter or leave the fire building. Bear in mind that owners and occupants have legitimate reasons for wanting to enter their property; however, when such persons are allowed to enter, they should be accompanied by a member of the guard or someone designated by the officer-in-charge. If much time is required to complete the investigation, seek the advice of the prosecutor's office for the legal means to secure the fire scene.

During visits to the premises, careful note should be made of the actions, points visited and materials handled by the person accompanied. In general, no articles should be removed by owners or occupants that might be involved in the investigation. The guard should carefully inspect all articles taken and note the following points.

- date,
- time of day,
- name of person,
- whether owner or occupant,
- careful description of article or articles removed, and
- original location of article(s).

If the time involved is of considerable duration and it is necessary to change guards, notation should be made in the company journal of the time of such change and who the relief guard was.

Bear in mind that a designated guard has authority to prevent the entrance of unauthorized persons for a reasonable length of time. In cases where time of guarding extends over several hours, you should check with the district attorney's office before continuing to deny an owner entrance to and use of his property.

When the firefighter's job is completed, he should take notes as soon as possible in chronological order, concerning all events related to the fire. These notes will be an invaluable record both for the

arson investigator and for the firefighter's own courtroom appearance, if that becomes necessary. A small, pocket-size notebook is appropriate for this purpose.

Please note again that Figure 2 provides a flow chart of the arson detection/investigation process.

Summary

Volunteer firefighters can and do play an important role in the prevention and control of the crime of arson. The purpose of this Arson Control Guide for Volunteer Fire Departments is to help improve the awareness of the volunteer firefighter of the factors and problems involved in combating the crime. Part I of this manual offers guidance in developing arson task forces, one of the most effective and successful approaches in arson prevention and control. The information in Part II enables the volunteer to be more alert to the symptoms of arson, so that he can recognize and safeguard evidence of the crime necessary to obtain a conviction. The appendices contain a glossary of arson terms, descriptions of several arson task forces in which the volunteer system is participating, examples of interjurisdictional agreements for arson task force coverage and a list of anti-arson materials available from the insurance industry. A copy of the USFA Arson Resource Directory is a supplementary part of this manual.

Appendices

A. Glossary

The following are terms used in this Manual or frequently used in fire/arson investigation.

ACCELERANT

Material or combination used in setting an incendiary fire that speeds fire spread and increases intensity to maximize destruction. The most commonly employed accelerants are gasoline and other similar volatile liquids.

ALIBI

Claim by defendant of having been elsewhere at the time a criminal act occurred. Alibis are normally well prepared by criminals and careful investigation is required to establish true facts.

CIRCUMSTANTIAL EVIDENCE

Indirect evidence used in conjunction with other indirect evidence to remove reasonable doubt that a fact exists. One form of circumstantial evidence in an arson case would be to show that the defendant had opportunity to set the fire and was in a position to realize economic gain from the result of the fire.

COMBUSTIBLE LIQUID

Liquid with a flash point at or below 100° F.

CONDUCTION

Method of heat being transferred by direct contact or through an intervening heat conducting material. One common example of conduction is the heating of the handle of a spoon placed in a hot liquid.

CONVECTION

Method of heat being transferred by a circulation system, such as superheated fire gases or flames. Warm air rises, cools, then heats again and circulates throughout the area.

CORPUS DELICTI (Body of the Crime)

1. Material substance upon which a crime has been committed. In arson, the corpus delicti is established by proving that material has been destroyed or damaged as the result of the fire.

2. The establishment of fact that a crime was committed. In arson it is required to demonstrate that the fire occurred, the fire was the result of an incendiary act, and that the incendiary act was committed with criminal intent.

DIRECT EVIDENCE

Evidence which clearly demonstrates the existence of a fact in question, without need of additional evidence or truth to the contrary. A form of direct evidence in an arson case is when it is established that the fire did in fact occur and a witness testify that they saw a person set it.

EXPLOSION

Rapid release of energy. Explosions are caused by chemical reactions, physical (pressure) reactions or nuclear reactions. An explosion may or may not be accompanied or followed by a fire.

FIRE CAUSE

The agent or circumstance which starts a fire or allows one to start.

FIRE POINT

The lowest temperature point at which a liquid gives off sufficient flammable vapor to produce sustained combustion after removal of the ignition source.

FLAMMABLE

Capable of burning or producing flame at ordinary temperature; being easily ignited.

FLAMMABLE LIMITS

The highest and lowest volumetric percentages or concentration of a flammable gas or vapor with the oxygen in the air that will explode or ignite in the presence of an ignition source. The flammable limits of gasoline are 1.4% to 7.6%.

FLAMMABLE LIQUID

A liquid with a flash point lower than 100° F.

FLASH OVER

A condition of fire spread which occurs when materials in the fire reach ignition temperature more or less simultaneously and the fire bursts throughout the area and flames appear on all surfaces.

FLASH POINT

The lowest temperature at which a liquid or solid emits sufficient vapors to propagate flame in the continuous presence of an ignition source. The flash point of gasoline is normally minus 45° F, while its ignition point ranges from 536 to 880° F, dependent upon octane level.

HEAT

Form of energy produced by the rapid movement of molecules as a result of chemical reaction, mechanical action or nuclear reaction.

INCENDIARY FIRE

Any fire intentionally set.

INCENDIARY TIMING MECHANISM

An electronic, electrical, mechanical or chemical ignition device to provide a source of ignition. Timing devices allow the incendiarist to leave the scene before the fire starts, and in some cases, to be seen at another location by witnesses when the fire occurs in order to establish an alibi.

IGNITION POINT

Also referred to as a burning or kindling point. The temperature to which a substance must be raised before it will ignite and continue to burn without application of a flame.

INTENT[1]

The purpose to use a particular means to effect a certain result. Ordinarily inferred from the facts. Intent shows the presence of will in the act which consummates a crime and is an element to be proven by the prosecutor.

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[1]"Intent" and "Motive" are not in law one and the same thing, State v. Logan, 344 MO. 351, 126 S.W. 2d. 256.

MODUS OPERANDI

In the arson situation, it is the technique, manner, means or way in which the firesetter commits the crime; it refers to the method of operation normally employed by an individual criminal.

MOTIVE[2]

A cause or reason that induces action; that which excites or stimulates a person to do an act. Motive is not an essential element to be proven by the prosecutor but it is obviously necessary to point out to a jury.

OXIDATION

In fire, a chemical heat liberating reaction in which a material (fuel) reacts with a substance containing oxygen to produce heat, light, and products of combustion.

PHYSICAL EVIDENCE

Any clue, trace, impression or thing so connected with the fire as to shed light on its origin or spread.

PLANT

Combustible materials or accelerants used to feed the initial flame of an incendiary fire and to assist in fire spread.

POINT OF ORIGIN

The exact place or near exact area where the fire started.

PREPONDERANCE OF EVIDENCE

The greater weight and sufficiency of evidence in civil legal proceedings.

RADIATION

The transmission or production of heat by emission of particles or waves; for example, the beam of heat given off from a reflector-type electric heater. Radiated heat waves are in the infrared and ultraviolet ranges.

REASONABLE DOUBT

Such a doubt as would cause a reasonably prudent person to pause and hesitate to act upon the truth of the matter charged.

SPONTANEOUS HEATING AND IGNITION

Heating and ignition involving a combustible material or combination of materials is described as "spontaneous" if the inherent characteristics of the materials cause a heat producing chemical action to proceed without exposure to external sources of fire, spark or abnormal heat. The process is known as "spontaneous heating," and as "spontaneous ignition" or "spontaneous combustion" if ignition occurs.

SUSPICIOUS FIRE

Designation of a fire for which the exact cause could not be determined but which, due to unusual circumstances, could have been of incendiary origin.

"TORCH"

A person paid to set a fire, often associated with organized crime.

TRAILER(S)

Combustible materials used to spread the fire between "plants," or throughout the building. Trailers may be saturated with an accelerant.

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[2]Ibid

B. *Suggested Model for Interlocal Agreement for County Arson Task Force*

Suggested Model for Interlocal Agreement for County Arson Task Force

THIS AGREEMENT made and entered into effect the _____ day of _____, 19___, by and between the agencies and municipalities signatory hereto:

W I T N E S S E T H:

A. WHEREAS, there is a need for an investigative/prosecution task force for suspected arson cases; and

B. WHEREAS, interested agencies have determined the best possible method for attacking the arson problem within County would be to form such a task force; and

C. WHEREAS, the signators hereto desire to enter into this Agreement to provide investigative/prosecution of arson cases; and

D. WHEREAS, each governmental agency or elective office herein represented as a signator to this Agreement is authorized to perform each service contemplated for it herein.

NOW THEREFORE in consideration of the mutual convenants and the terms and conditions set forth below, each of the agencies and municipalities which are signatories to this Agreement, do hereby agree, as such agencies and municipalities are empowered to do pursuant to state law, Chapter _____ as follows:

1. The County Arson Task Force is created for the purpose of providing arson detection, investigative and prosecutorial capabilities to the local law enforcement agencies and fire departments throughout the County.

2. The Arson Task Force will be under the direction and supervision of the _____ County Fire Marshal subject, however, to the guidance and control of an Advisory Board who shall provide guidance in matters of policy and planning.

3. The Advisory Board shall be composed of representatives from the public agencies who are signatories hereto, and those other agencies in the community which are involved or interested in arson control efforts.

4. The Arson Task Force's Strike Force will be available and on call to all fire and police agencies within County, signatory to this Agreement, to investigate and follow through prosecution all fires of suspicious origin or unknown cause.

5. The Investigation Strike Force will be vested with all investigative and police powers of the County Sheriff's Department.

6. Funding for the Arson Task Force will be borne by participating agencies on a per capita basis.

7. Members of the Strike Force will be selected by standard County personnel hiring procedures after proper advertising, application submission and screening.

8. The County Fire Marshal's Office will provide administrative and supervisory support to the Task Force.

9. All signatory agencies agree to cooperate and participate in the fire/arson data collection system implemented through this project.

10. The Arson Task Force will comply with all necessary Federal, State and local laws and regulations, including disposal of property acquired from grant funds.

11. This Agreement shall be deemed to be operational upon approval by the participating signatory agencies.

12. Withdrawal of a participating agency shall take effect only after not less than 120 days written notice to the Advisory Board and only at the end of any calendar year.

13. This Agreement shall be filed with the City Clerks of participating agencies, the County Auditor and the Secretary of State following adoption by each agency in the manner required by law.

14. Amendment to this Agreement shall only be by written agreement approved by each participating agency.

IN WITNESS WHEREOF, the parties hereto have executed this Agreement to be effective on the date first above written.

APPROVED AS TO FORM:

_____

ATTEST:

_____
Clerk of the Board

ATTEST:

_____
City Clerk

ATTEST:

_____
City Clerk

BOARD OF COUNTY COMMISSIONERS

_____
Chairperson

_____

CITY OF _____

_____
Mayor

CITY OF _____

_____
Mayor

C. *Metropolitan Arson Task Force – The Montgomery County, Ohio Arson Task Force*

Montgomery County is an urban county in the southwestern portion of Ohio. Approximately one-third of the county's population of 645,000 reside within the city of Dayton.

The county is composed of nine cities, 13 townships and eight villages. The type of construction and social character of the communities which make up the county are generally typical of the U.S. Dayton is experiencing all the common older city problems: inner city decline, relatively low income area, flight from the city to the suburbs, a growing percentage of rental structures with absentee landlords. The county has fast growing suburbs with expensive new homes and includes small rural villages that have experienced little change over the years.

Before 1978, arson investigation was primarily the responsibility of the local fire departments with little communication between the fire departments and other potentially helpful agencies. Due to the lack of success with this approach, in January of 1978, the City of Dayton formed the Arson Abatement Unit which was a joint effort by the Police and Fire Departments to deal with the arson problem. The unit consisted of three (3) representatives of the Dayton Fire Department and one (1) Dayton Police Detective. Realizing that the arson problem spread across artificial political boundaries, the Arson Abatement Unit was expanded in January of 1979 to a countywide effort, coordinated by the Dayton Fire Department. A detective from the Montgomery County Sheriff's Office and a fire investigator from the City of Miamisburg were added to the Arson Abatement Unit. All of the fire department representatives in the unit were trained and commissioned as deputy sheriffs by the Montgomery County Sheriff's office. The Arson Abatement Unit now serves all 30 cities, townships, and villages within the county.

This unit, upon request of a local fire department, responds to any fire within the county to assist in the fire investigation in order to determine whether the fire was an arson and to assist in evidence collection and preservation. Once the fire is determined to be an arson and the evidence has been collected and analyzed, the investigation is turned over to the local jurisdiction for follow-up. Presently, the Arson Abatement Unit conducts follow-up investigations only in Dayton and Miamisburg.

The primary function of this unit, at the present time, is to train local police and fire officials in arson investigation procedures. Recognizing that fire department operational personnel must be trained to identify the characteristics of an arson fire and how to preserve the scene until an investigator arrives, the Arson Abatement Unit has conducted seven (7) eight-hour training courses for area firefighters and police officers, educating them about their responsibilities in these areas. This course has been video-taped to enable its usage on the local cable TV for training all area police and fire personnel.

In addition, the unit has conducted four (4) comprehensive forty-eight hour training courses in arson investigation for area police and fire investigators. The reception to these courses by area personnel has been outstanding. Since the unit was formed, 329 fire and police personnel have been trained, representing 13 jurisdictions, in either the detection course or the complete investigation course.

In addition to the training courses, the unit sponsors monthly meetings inviting

all the police and fire departments from the jurisdictions within the county. At these meetings mutual problems relating to the identification, investigation, and prosecution of arson fires are discussed.

In 1979, the average monthly attendance has been 30, representing 13 fire and 7 police departments. Considering the history of police/fire relations and multi-jurisdictional cooperation in Montgomery County, these figures represent a high degree of interest and cooperation.

To improve its record in the area of arrests and convictions, the Arson Abatement Unit has entered into a co-operative agreement with the Montgomery County Prosecutor's Office to have one prosecutor assigned to handle all arson cases. This has eliminated the practice of dealing with several different prosecutors. It also allows the training of the one assigned prosecutor to the problems inherent in arson prosecution.

The Arson Abatement Unit has also entered into a cooperative agreement with the Bureau of Alcohol, Tobacco, and Firearms (ATF). ATF agents respond to certain fires upon the request of members of the Arson Abatement Unit and they are also working with the unit to develop a suspect, cross-indexing system. This arrangement has significantly enhanced the work of the Arson Abatement Unit.

Because every neighborhood may be experiencing a different type of arson problem, the Arson Abatement Unit has been dealing with various community groups in an effort to develop neighborhood strategies for dealing with arson. For example, some neighborhoods' arson problems are primarily a juvenile mischief problem; in other areas, it may be arson-for-profit. This approach has resulted in the initiation of arson prevention patrols whereby volunteer neighborhood assistance officers drive fire department vehicles at night in certain targeted neighborhoods which are experiencing the most severe arson problem.

Extending this neighborhood concept one step further, the Arson Abatement Unit began an experiment in southeast Dayton which experienced an unusually large number of arson fires. It created a special task force to work with representatives of the neighborhood to deal with the problems of the neighborhood as a whole, and to develop neighborhood level strategies. A large portion of the arson problem in this neighborhood was due to juvenile mischief in abandoned buildings. Strategies included redirection of more recreation programs and locating more jobs for neighborhood youths.

To reduce the turnaround time for the processing and analysis of evidence collected at the scene of fires, the Arson Abatement Unit has made an agreement with the Miami Valley Regional Crime Laboratory for joint purchase of necessary equipment, which has enabled the laboratory to handle the Montgomery County evidence locally.

Within the first eighteen (18) months the Arson Abatement Unit has been in operation it has:

1) Improved the capabilities of all police and fire departments within the county to deal with the arson problem by conducting thorough training programs.

2) Improved coordination of all involved agencies by instituting monthly meetings for all jurisdictions to meet with Arson Abatement Unit members and discuss current problems.

3) Improved cooperation among all jurisdictions. The exchange of information on suspects and the establishment of a county-wide cross-indexing file based on suspects, location, owner, and occupant has helped significantly in controlling arson.

4) Improved communication to sensitize all participating agencies and jurisdictions to the concerns of the others.

5) Improved the collection of arson data. All the jurisdictions are now filing copies of their arson investigation reports with the unit on a form developed by the unit.

6) Improved the recognition of arson fires as well as the preservation of potential evidence through the training of area fire department operation personnel.

7) Made community groups aware of the extent of the arson problems in their areas and involved them in the development of neighborhood strategies to mitigate the problem.

D. *Regional Arson Task Force—The Regional Arson Investigation Program of the Central Virginia Planning District*

The Regional Arson Investigation Program is a basic component of the "Central Virginia Comprehensive Criminal Justice Plan for 1980." It came into existence in 1979 because in the preceeding four years there was a substantial and steady increase in the incidence of arson and suspected arson-related cases. Prompted by this concern, the Lynchburg Fire Marshal's office in 1978, assisted by the Criminal Justice Advisory Committee of the planning district conducted a study to determine the extent of the region's arson problem and the capabilities of the public and volunteer fire departments, law enforcement, prosecutional and judicial agencies to deal with the crime. The necessity of a regional approach to prevent and control the crime evolved from this study and was recommended to the Central Virginia Planning District Commission.

The Commission adopted a resolution in March, 1979 to establish a Regional Arson Investigation Program and recommended to the local governing bodies within the planning district to execute a reciprocal agreement to create a regional anti-arson project. The Fire Marshal's Office of the city of Lynchburg was designated as the arson program administrator. The following jurisdictions adopted the resolution to create the program:

Amherst County	Bedford City
Amherst Town	Brookneal Town
Appomattox County	Altavista Town
Appomattox Town	Lynchburg City
Bedford County	Campbell County

The Regional Arson Investigation Program developed a management plan with the following strategies:

1. To establish a regional arson investigation squad for conducting saturation arson investigations in requesting jurisdictions within the planning district,

2. To provide specialized arson investigation and detection training for members of the regional arson investigation squad in the planning district,

3. To provide arson recognition and collection of physical evidence training for members of volunteer fire departments,

4. To provide arson investigation and arson case management training for prosecutorial and judicial personnel in the planning district,

5. To purchase an equipped mobile arson detection vehicle for use by the regional arson investigation squad in the planning district,

6. To purchase arson detection and communication support equipment for use by the regional arson investigation squad in the planning district,

7. To implement a regional public information/education program regarding arson prevention and control in the planning district, and

8. To create a uniform, regional information reporting, collecting and retrieving system for arson cases in the planning district.

With these strategies in mind, the Regional Arson Investigation Program also has set for itself clearly measurable

objectives: The program's overall effectiveness in addressing the arson problem will be based on measuring the following impact goals as compared with 1975-1977 base line incidence figures:

1. A 70 percent increase in the clearance rate by arrest of arson fire incidents over an 18-month period,
2. A 50 percent increase in conviction of those persons arrested on a charge of arson over an 18-month period,
3. A decrease of 35 percent in the number of fires categorized as of unknown cause over an 18-month period,
4. A 75 percent increase in the number of arson fire incidents investigated over an 18-month period,
5. A 100 percent increase in the number of law enforcement officers trained in arson investigation over an 18-month period,
6. A 90 percent increase in the number of prosecutorial and judicial personnel trained in arson case management,
7. A response time of 1 hour or less from the time of activation of the regional arson investigation squad until the squad's arrival at the fire scene,
8. A 90 percent increase in the early involvement and subsequent early case preparation of arson cases by prosecutors over an 18-month period,
9. An 85 percent increase in the number of volunteer fire department personnel trained in arson recognition and evidence collection over an 18-month period, and
10. A 95 percent increase in the number of information calls received from the public regarding arson incidents over an 18-month period.

Major anti-arson efforts in the planning district had been primarily developed and coordinated by the Lynchburg Fire Marshal's Office since its creation in 1975. Prior to 1975, the Lynchburg Fire Prevention Bureau existed as an agency charged with enforcing fire codes, whereas the Lynchburg Police Department was charged with investigating arson and fire-related crimes. Firefighters, at this time, did not have the expertise to conduct an arson investigation. Policemen, although trained in investigation techniques, did not have specific arson investigation training. Therefore, arson was investigated only if loss of life or extensive property loss resulted from a fire incident. Thus the police were called to testify during adjudication of an arson case rather than firefighters. Although disposition records prior to 1975 are not completely accurate, data reveals that approximately four (4) percent of all persons arrested for arson were convicted.

In 1975 the Lynchburg Fire Marshal's Office was created as a result of growing concern over the rise of arson. This office has a staff of five (5) deputy fire marshals who are trained firefighters with specialized arson investigation expertise possessing full police powers in the City of Lynchburg and Commonwealth of Virginia. Each of these fire marshals was required to take a 520-hour basic law enforcement training course to be sworn as a law enforcement officer; a 60-hour course in fire suppression and containment to be issued a general firemanship certificate; specialized training at the State Arson Investigation School in Williamsburg, Virginia; and specialized arson training in such subjects as incendiary devices, gas chromatography, and forensic science. In addition, a 40-hour in-service training course every two

years for law enforcement purposes, weekly police patrol assignments and periodic refresher courses pertinent to fire suppression/control and investigation are required of these personnel.

The fire marshal of the city of Lynchburg is the Regional Arson Investigation Program's Administrator, and the city's chief financial officer acts as the program's fiscal agent, responsible for all disbursements, purchases, and accounting. Both the arson investigator and squad and its advisory committee have been legally authorized by the ten jurisdictions within the Central Virginia Planning District.

The advisory committee serves as a policy body to the program administrator in all matters related to the implementation of the regional arson investigation program. In addition, it serves as an advisory vehicle for arson investigation squad operations. As such, the advisory committee oversees the operation of the squad.

The arson squad is composed of fire marshal and law enforcement officials. The officer-in-charge is the chief official of a requesting jurisdiction for the services of the squad. When the squad is called into a jurisdiction, there is only one officer-in-charge who maintains liaison with the advisory committee and commonwealth attorney of the requesting jurisdiction. The officer-in-charge commands squad operations in his jurisdiction. Other members of the squad are assigned to serve in specific capacities for proper handling of the arson investigation.

Once the fire incident is recognized by a fire department to be suspicious, the local law enforcement agency is contacted to conduct a preliminary investigation of the fire incident. If the law enforcement officer's opinion concurs with that of the fire department, then the regional arson investigator squad is notified for squad activation. The chairperson, in conjunction with the locality's officer-in-charge, determines the sever-

FIGURE 1

REGIONAL ARSON INVESTIGATION PROGRAM FLOW CHART

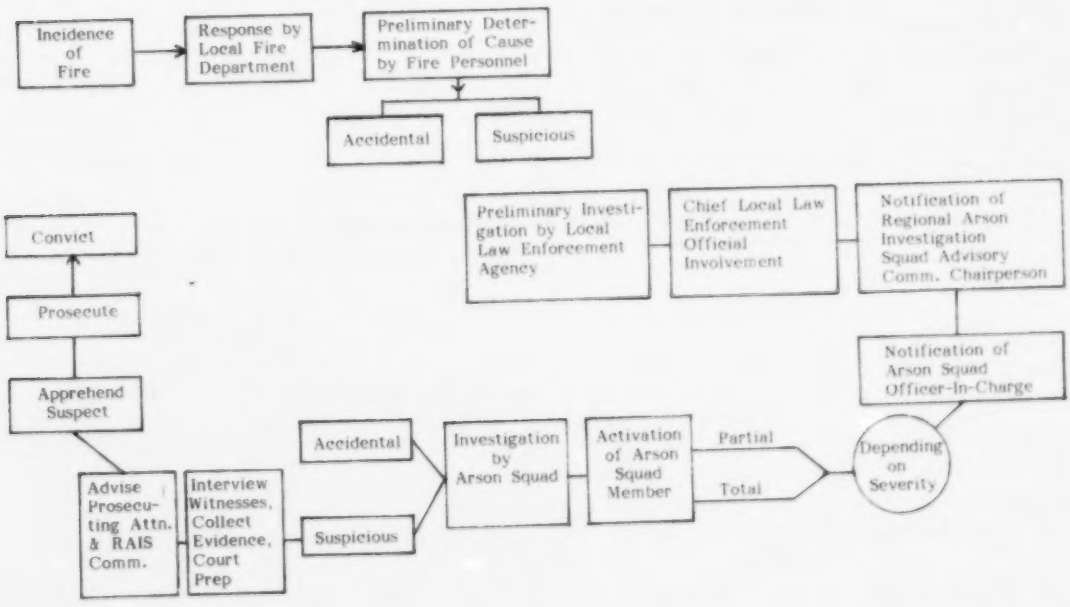
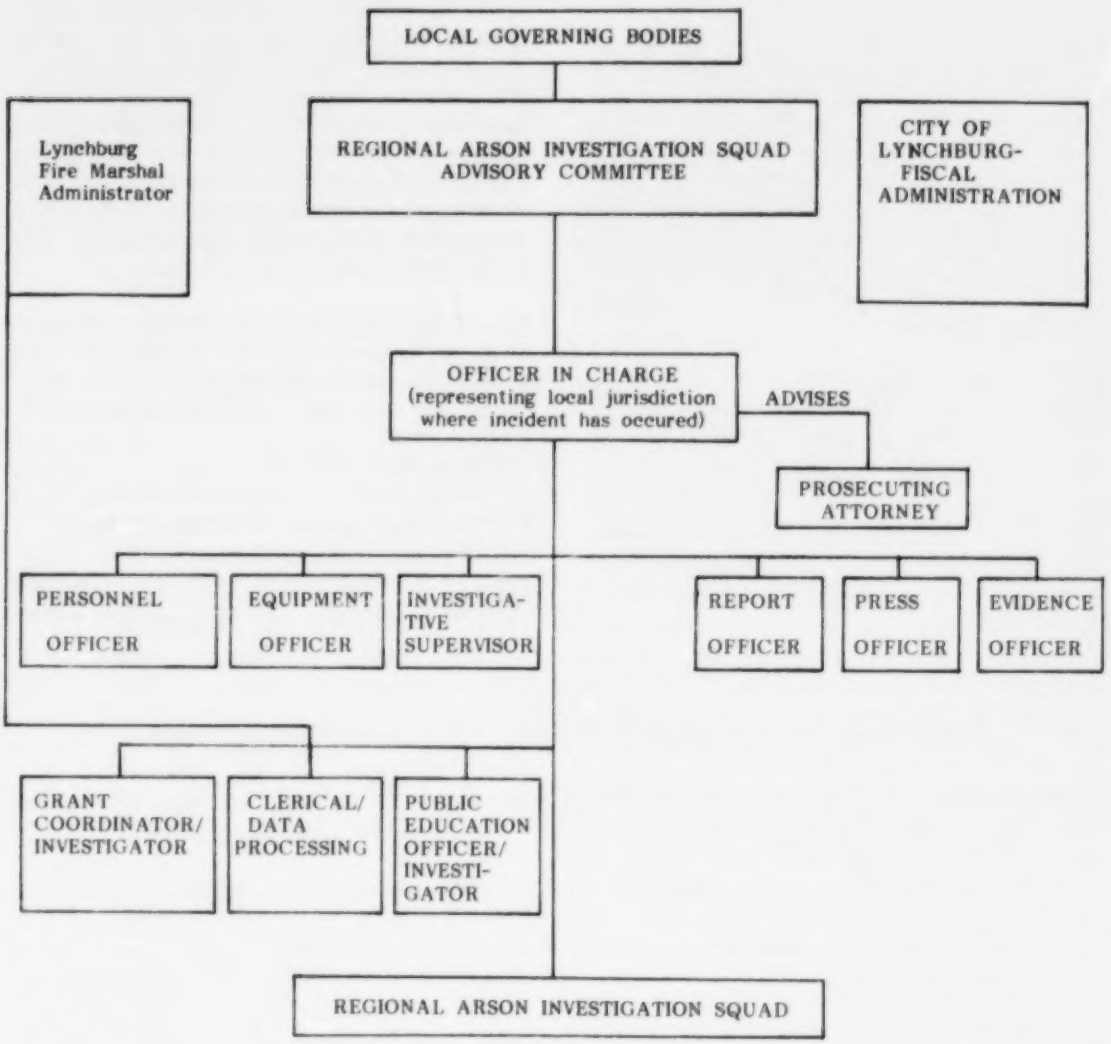


FIGURE 2

REGIONAL ARSON INVESTIGATION PROGRAM ORGANIZATIONAL CHART



ity of the fire incident to decide whether a partial or full activation of the squad is necessary. Activation of arson squad members and equipment to the requesting jurisdiction fire incident is done by the advisory committee chairperson. Once investigators arrive at the fire scene and conduct their investigation, the fire incident is either determined as accidental or supicious. If determined suspicious, then witnesses are interviewed, evidence collected and sent to the state forensic lab and the local commonwealth attorney is notified to assist in interviewing witnesses, taking statements, and early preparation of the arson case. The officer-in-charge of the arson investigation continually advises the prosecutor and squad advisory committee chairperson of the investigation's status. Once a suspect is apprehended and charged with arson, the squad is deactivated. Those investigators assisting the commonwealth attorney in preparing the arson case for adjudication will remain on-call until final case disposition. No investigation by the squad usually extends over a 5-day period, except where unusual circumstances warrant an extension.

A flow chart of the arson investigation process is shown in Figure 1. Figure 2 charts the organizational structure of the Regional Arson Investigation Program. Also attached is the interjurisdictional agreement of the Central Virginia Planning District setting up the Regional Arson Investigation Program.

THIS REGIONAL ARSON INVESTIGATION SQUAD (RAIS) AGREEMENT, made and entered into and between the CITY OF LYNCHBURG, Virginia, party of the first part; the CITY OF BEDFORD, Virginia, party of the second part; the COUNTY OF AMHERST, Virginia, party of the third part; THE COUNTY OF APPOMATTOX, Virginia, party of the fourth part; the COUNTY OF BEDFORD, Virginia, party of the fifth part; the COUNTY OF CAMPBELL, Virginia, party of the sixth part; the TOWN OF ALTAVISTA, Virginia, party of the seventh part; the TOWN OF AMHERST, Virginia, party of the eighth part; the TOWN OF APPOMATTOX, Virginia, party of the ninth part; the TOWN OF BROOKNEAL, Virginia, party of the tenth part.

WITNESSETH:

WHEREAS, Section 15.1 - 131.3 of the Code of Virginia of 1950, as amended, authorizes the governing body of any county, city, or town, in its discretion, to enter into a reciprocal agreement with any other county, city, town, or combination thereof, for such periods and under such conditions as the contracting parties deem advisable for the cooperation in the furnishing of police services; and subject to the conditions of said agreement, all policemen, officers, agents and other employees of such cooperating law enforcement agencies shall have the same powers, rights, benefits, privileges and immunities in every jurisdiction subscribing to said agreement; and

WHEREAS, the respective City Councils of the Cities of Lynchburg and Bedford, the Boards of Supervisors of the Counties of Amherst, Appomattox, Bedford, and Campbell, and the Town Councils of the Towns of Altavista, Amherst, Appomattox, and Brookneal have adopted resolutions authorizing the execution of this reciprocal agreement, certified copies of the said resolutions being hereto attached;

NOW, THEREFORE, THIS AGREEMENT FURTHER WITNESSETH:

That for and in consideration of the premises and of the mutual benefits to be derived hereunder, the parties do hereby reciprocally agree as follows: the City of Lynchburg, party of the first part; the City of Bedford, party of the second part; the County of Amherst, party of the third part; the County of Appomattox, party of the fourth part; the County of Bedford, party of the fifth part; the County of Campbell, party of the sixth part; the Town of Altavista, party of the seventh part; the Town of Amherst, party of the eighth part; the Town of Appomattox, party of the ninth part; and the Town of Brookneal, party of the tenth part; do hereby reciprocally agree as follows:

1. PURPOSE

The purpose of the Regional Arson Investigation Squad (hereinafter referred to as "Squad") shall be to provide the member jurisdictions of Central Virginia Planning District with an expeditious solution to solving arson cases. The operation of the Squad shall provide many related benefits ranging from the exchanges of information to actual professional investigating capabilities for the jurisdictions that cannot sufficiently be staffed to provide the saturation type of investigation which may be necessary to effect a solution in arson cases. More specifically, the Squad shall provide greater law enforcement facilities for all the member jurisdictions of the Central Virginia Planning District because of the following conditions: (1) a small jurisdiction rarely is sufficiently staffed or equipped to investigate a major arson case; (2) the perpetrator in many cases resides or takes refuge in one jurisdiction while he may be preying on another; (3) witnesses, leads, and evidence may be found in more than one jurisdiction; and (4) the general pooling of resources seems to be the only answer to fight against crime, and with previous experience

ded cooperative functions this measure is a logical development.

2. JURISDICTIONS INCLUDED

All of the jurisdictions of the Central Virginia Planning District, which are a party to this agreement, shall, through their local law enforcement agencies, participate in the formation and operation of the Squad. However, where an arson case is a federal violation as well as a state violation, the use of the Squad will not be extended where such dual authority exists.

3. ESTABLISHMENT OF A REGIONAL ARSON INVESTIGATION SQUAD ADVISORY COMMITTEE

To oversee the operation of the Squad, a Regional Arson Investigation Squad Advisory Committee (hereinafter referred to as "Committee") shall be established, which shall be composed of no more than thirteen (13) representatives from the Central Virginia Planning District. Seven (7) of the thirteen representatives shall be appointed by the Board of Commissioners of the Central Virginia Planning District Commission and shall consist of a Circuit Court Judge, a Commonwealth Attorney, a chief fire marshal, a representative from the Arson Investigation Division of the Virginia State Police, a representative from the volunteer fire departments, a representative from the business community, and a representative from the insurance industry.

The remaining six (6) representatives shall be the chief law enforcement officials of each participating city and county.

4. ELECTION OF COMMITTEE OFFICERS

The members of the Committee shall elect, by majority vote of those members present, Committee officers from the Committee's internal membership. The Committee officers shall consist of a Chairman, Vice-Chairman and a Secretary, each of whom shall serve one year terms, or until a successor is elected.

5. SELECTION OF SQUAD MEMBERS

Membership of the Squad shall be comprised of selected representatives of the law enforcement agencies from the Central Virginia Planning District. Membership of the Squad shall consist of those law enforcement officers having experience and knowledge of criminal investigation techniques, ability to secure citizen cooperation, skill in report writing and willingness to function as a team member. Upon selection of Squad members a training school shall be established. Members of the Squad shall be trained so that each will be able to handle any facet of an arson investigation. Classroom instruction shall be required. The Committee shall be responsible for providing periodic refresher courses in order to keep the Squad abreast of recent developments in arson investigations.

6. APPOINTMENT OF PERMANENT STAFF OFFICERS

The Committee shall appoint permanent staff personnel with alternates as the nucleus of the Squad, such appointments being for a one-year term. This nucleus of permanent staff personnel shall be responsible for proper handling of arson investigations and shall initially consist of the following positions:

a. Personnel Officer: The Personnel Officer shall be responsible for maintaining records on all available law enforcement officers subject to assignment to the Squad and shall be responsible for obtaining suitable quarters to house the Squad when activated.

b. Equipment Officer: The Equipment Officer shall be re-

sponsible for the condition and availability of all property and equipment which may be used when the Squad is operational.

c. Report Officer: The Report Officer shall be responsible for receiving, editing, indexing, filing, summarizing and reviewing all case reports and for supervising assigned clerical employees when the Squad is operational.

d. Evidence Officer: The Evidence Officer shall be responsible for gathering, identifying and preserving all physical evidence related to an arson case under investigation by the Squad.

e. Investigative Supervisor: The Investigative Supervisor shall serve as the chief assistant to the home agency's officer in charge of the arson case by taking direct charge of the crime scene and all follow-up investigation.

f. Press Officer: The Press Officer shall be responsible for all phases of news coverage concerning the arson case under investigation by the Squad as directed by the home agency's officer in charge.

If reorganization of permanent staff personnel is required, such reorganization may be placed into effect upon 2/3 vote of the total membership of the Committee.

7. DESIGNATION OF OFFICER-IN-CHARGE

Each law enforcement agency participating in the activities of the Squad shall designate an Officer-in-Charge who will be in full charge of the Squad when activated within his home jurisdiction. The Officer-in-Charge shall be the chief law enforcement officer of the agency or a duly designated member of his agency. The decisions of the Officer-in-Charge shall be considered absolute as if the order were to come from the Squad member's home agency Officer-in-Charge.

8. ACTIVATION OF THE SQUAD

If an arson case comes within the purview of the Squad, any member of a local law enforcement agency shall contact the duly designated Officer-in-Charge for that agency. The Officer-in-Charge shall contact the Chairman of the Committee before placing the Squad into operation. In the absence of the Chairman, the Vice-Chairman of the Committee must be notified, or the Secretary of the Committee if the Vice-Chairman is not available. Under the terms of this agreement, the other agencies shall, upon request for activating the Squad, send its duly designated Squad members and equipment to the jurisdiction requesting Squad activation. All Squad personnel of the requesting agency shall be automatically assigned to duty. When a member jurisdiction is notified of a request for Squad activation, the notified jurisdiction must immediately dispatch its Squad members to the requesting jurisdiction, even if in so doing, the notified jurisdiction must recall some of its own men from their vacations or regular days off to keep adequate force for normal operations. In no event shall any jurisdiction be required to send more than two men from its department for such duty for each investigation.

9. WHEN AND HOW OBLIGATION TO SEND SQUAD MEMBERS MAY BE DISREGARDED

If the member jurisdiction which was called upon to dispatch Squad members to another jurisdiction already has an emergency situation, either existing or impending, which will require emergency use of its full force on its home grounds,

it must immediately notify the requesting Officer-in-Charge that it cannot spare the Squad members, explaining the reason it cannot. Each such refusal will later be reviewed by the Committee in determining whether or not sound reasoning and cooperation were practiced.

10. TIME OF PERFORMANCE

No investigation by the Squad shall extend over a 5-day period except where unusual circumstances warrant an extension. Any request for an extension shall be referred to the Committee for final decision.

11. SUPERVISORY AUTHORITY

No local jurisdiction shall assert authority when none exists, and the Squad shall not operate at cross purposes with any existing agency. The requesting agency shall be in full charge of any investigation arising from its jurisdiction. This accountability cannot be delegated to a Squad member by the requesting agency without the approval of the Chairman of the Committee, and such approval, if granted, shall be in writing and a copy given the Squad member assuming such accountability.

12. SQUAD MEMBER MAY REQUEST WITHDRAWAL FROM ASSIGNMENT

If a Squad member is assigned to an arson investigation under the provisions of this agreement, he may request his home jurisdiction to recall him for one or more of the following reasons:

a. In case some serious family problems need his personal attention at home.

b. In case he becomes ill enough to need the attention of the family doctor.

c. In case he has made prior duty commitments which he will otherwise be unable to fulfill due to an extension of his Squad assignment beyond the authorized time of performance.

d. In case some situation develops after his reporting for duty which he feels is placing him and/or his department in an embarrassing situation or which is contrary to the standards of law enforcement ethics embraced by his own department or the Squad.

In such cases the assigned Squad member will continue to perform his duties until he receives a decision on his request from his home agency.

13. DAMAGE AND LIABILITY

The requesting jurisdiction shall be responsible for replacing any expended consumable supplies borrowed from another jurisdiction and will repair any damage occurring to borrowed equipment as a result of its use. The Squad member however, will be jointly responsible with his own agency for maintenance of his personal equipment and of any government vehicle or additional government items brought for his own use while serving his assignment. Requesting jurisdictions will not be responsible for damage to vehicles on loan where the accident was clearly the fault of the driver of such vehicle from the same department. However, the requesting jurisdiction assumes only such liability for duty actions of the Squad members as may be determined under general law for damages to property or person committed while performing his duty in a reasonable and prudent manner in accordance with orders or directions given him by the proper authority of the requesting jurisdiction.

14. RETIREMENT, DISABILITY, INSURANCE, WORKMEN'S COMPENSATION

Each agency will continue to provide its men on assignment in a foreign jurisdiction with the same employment benefits they are furnished when on duty at home (Virginia Code 15.1 - 131.3). The requesting agency will not be required to assume or reimburse the cost of insurance on law enforcement personnel from other jurisdictions assigned to the Squad or on any necessary equipment those men might bring to their assignment. It is the responsibility of each jurisdiction to have liability insurance on its law enforcement employees, and shall maintain that coverage when its officers are called to another territory included in this agreement.

15. JURISDICTIONAL WITHDRAWAL CLAUSE

Any one of the parties hereto may withdraw from this agreement by the adoption of a resolution providing for such withdrawal and this agreement shall remain in full force and effect between the remaining parties to this agreement until all parties hereto have withdrawn and terminated this agreement by the adoption of appropriate resolutions.

16. DURATION OF AGREEMENT

The terms of this agreement shall be unlimited except for withdrawal of any one of the parties hereto as indicated in Paragraph 15 above.

17. SEVERABILITY CLAUSE

If at any time any provision, paragraph, clause, or word shall be held invalid, the remainder of the provisions, paragraphs, clauses, or words, other than that which has been held invalid, shall not be affected thereby.

18. CHANGES TO THE AGREEMENT

Should it become necessary to modify any part of this agreement, such modification shall be incorporated in written amendments to this agreeent after they are mutually agreed upon unanimously by the participating members.

CITY OF LYNCHBURG

By_____
City Manager

CITY OF BEDFORD

By_____
Mayor

COUNTY OF AMHERST

By_____
Chairman of Board of Supervisors

COUNTY OF APPOMATTOX

By_____
Chairman of Board of Supervisors

COUNTY OF CAMPBELL

By_____
Chairman of Board of Supervisors

COUNTY OF BEDFORD

By_____
Chairman of Board of Supervisors

TOWN OF ALTAVISTA

By_____
Town Mayor

TOWN OF AMHERST

By_____
Town Mayor

TOWN OF APPOMATTOX

By_____
Town Mayor

TOWN OF BROOKNEAL

By_____
Town Mayor

E. County Arson Task Force – New York's Suffolk County Arson Task Force

The experience of the Suffolk County Arson Task Force is proving that arson in rural areas can be successfully attacked. To achieve success, it has required a dedicated volunteer firefighting service throughout the 10 townships of Suffolk County. It also requires a well-staffed, well-trained and well-equipped police arson squad. It requires an active district attorney's office determined to prosecute to the full extent of the law those arrested and indicted for arson. It requires a supportive county government committed to the reduction of arson. Most of all, it requires cooperation and a harmonious spirit among all the parties involved.

Such cooperation has been achieved by the establishment of the Suffolk County Arson Task Force and its advisory body, the 50-member Arson Action Committee. Created in January 1978, the Arson Action Committee meets on a monthly basis. It has succeeded in bringing together the Chief Deputy Suffolk County Executive, members of the Criminal Justice Coordinating Council, the District Attorney's Office, representatives of the local police, the Bureau of Alcohol, Tobacco and Firearms, 20 volunteer fire chiefs, one fire inspector from each township and volunteer firefighters from throughout the county. It has proven to be a promising forum to work out differences and to develop and implement ideas that lead toward the common goal of arson suppression.

A major accomplishment of this Committee has been the implementation of a set of procedures to ensure that the site of a suspicious fire is properly secured and that the arson squad is contacted by the fire chief or the fire inspector. Without any doubt, these procedures have resulted in a far greater number of fires being investigated and found to be arsons, as well as an increase in the number of arrests.

As part of the Arson Task Force effort during the first year of project operation, the Suffolk County Police Department expanded its arson squad to one detective lieutenant, two detective sergeants, and 12 full-time investigators. The unit was made available on a 24 hour-a-day, seven day-a-week basis for immediate fire scene response and was given complete responsibility for the investigation and evidence gathering necessary to lead to the arrest of suspected arsonists.

Arson investigation requires the utilization of specific scientific equipment to detect the crime of arson and to gather confirming evidence. Suffolk's Arson Task Force received a grant from LEAA, providing the arson squad with essential investigative equipment. Among the equipment supplied was a mobile crime van with detection gear that shortens the arson squad response time to suspicious fires anywhere in the county. Further, arson detection systems (sniffers) have enabled the arson squad investigators to verify the presence of flammable substances on remaining residues at the burned structure.

All the equipment and manpower, of course, would be meaningless if those responsible for conducting arson investigations are not sufficiently trained. The Suffolk County Arson Task Force initiated a training program to provide its arson squad with instruction in the latest methods and equipment for arson detection and investigation.

In Suffolk County, the volunteer firefighter plays a critical role in the anti-arson efforts. It is recognized that he is

in a position to make the initial assessment that the fire is of suspicious origin. From this point on, the firefighter's action at the fire scene can make or break prosecution efforts.

He is being trained to maintain the integrity of the fire scene until the arson investigator arrives, since the prosecution of arson hinges on the arson investigator's "fire scene determination." The failure of the firefighter to secure the area or to await police securement and to follow prescribed procedures regarding reporting and notification requirements subjects the entire case to failure from the onset. Such training has been provided not only to the 16,000 volunteer firefighters in Suffolk County's 110 fire departments but also to several thousand more volunteers on Long Island.

The Arson Action Committee of Suffolk County meets on a monthly basis at the County's Firematic Training Center, Yaphank, Long Island. A decrease in hostilities and "turf protection" between the police arson squad and the volunteer fire service has been a graphic result of these meetings. Old and new grievances between the two arson fighting groups have been aired and thrashed out. Fire chiefs call the police arson squad in for formal investigations of fires on an almost routine basis.

One of the simple accomplishments of this Arson Action Committee was the formulation of priority numbers, listed on wallet-size cards, for varying kinds of fires. These cards set the following priorities for use by fire officials to summon the police arson squad.

Priority
1 - Structural fire or motor vehicle fire involving death or serious injury
2 - Occupied commercial building
3 - Occupied dwelling
4 - Vacant commercial building
5 - Vacant dwelling
6 - Motor vehicle fire

The Suffolk County Arson Task Force is beginning its second year. A dynamic program of action has been planned: Arson training seminars are being featured for members of the district attorney's office, police, volunteer firefighters, and salaried fire inspectors from each of the 10 Suffolk County townships. A speaker's bureau is being planned in the areas of fire safety/prevention and the problem of arson. A media effort will include issuance of arson bumper stickers and frequent "news releases," the latter pertaining to major arson convictions. The insurance industry is being asked to display arson fact sheet posters in the windows of their branch offices. These will contain data (updated periodically) concerning the number of incidences of arson during the year and contain the warnings that all suspicious fires have been and will be investigated and that payment of claims on any questionable fires will be withheld until a complete investigation has been conducted. In order to elicit the support of school children in this crusade and reduce their possible involvement in this type of action, an arson curriculum is to be developed and introduced. A newly instituted "Arson Hotline" to report suspicious fires has also been created. Finally, an arson reward committee, supported totally by private insurance monies is to be formed to award amounts up to $5,000 to any person or persons who provide information leading to the arrest and subsequent conviction of an arsonist.

All these measures are being forcefully pursued and implemented with the objective of reducing the crime of arson in Suffolk County.

More information can be obtained from:

David Fischler, Deputy Director
Department of Fire Safety
County of Suffolk
P.O. Box 85
Yaphank, NY 11980
(516) 286-5358

or

Fire Safety Officer
John Cohn
Suffolk County Dep't of Fire Safety
P.O. Box 85
Yaphank, NY 11980
(516) 286-5341

F. Anti-Arson Materials Available from the Insurance Industry

Insurance Committee for Arson Control

The committee publishes an Arson Control Directory, How and Why, Who, What, Where which is available for $15.00. This reference serves as a medium of information exchange among key people in the public and private sectors who are concerned with arson control. Part 1 of this directory contains basic information such as how to establish a local arson task force, plus general background on national organizations, including the Insurance Committee for Arson Control. Part 2 is a state-by-state directory of arson control organizations. Part 3 contains sample speech texts on arson and a copy of the insurance industry report, Target: Arson. This directory is updated regularly.

Contact: Charles Stonehill
Secretary, Insurance Committee for Arson Control
20 North Wacker Drive, Suite 2140
Chicago, IL 60606
(312) 558-3800

Aetna Life & Casualty

Aetna has two packets available to the public.

1. The company's Community Arson Awareness Program (CAAP) is a five-piece anti-arson kit designed for use by community groups and other organizations concerned with safeguarding their neighborhoods. The kit includes sample materials including a brochure, posters and business cards.

Contact: Phyllis Shafer
Corporate Communications (D-A)
Aetna Life & Casualty
151 Farmington Avenue
Hartford, CT 06156
(203) 273-3282

2. Aetna also distributes a 15-minute film, "Winning the War on Arson," which highlights the Seattle Arson Task Force and New Haven's Early Warning System. The film, with background materials and brochures, is available from the film librarian at Aetna.

Alliance of American Insurers

The Alliance has assembled an Arson Information Kit, consisting of a series of educational materials on arson. The kit includes a series of fact sheets, brochures and articles which present arson statistics, an explanation of the reclassification of arson as a Part I crime, a copy of the Model Arson Penal Law and the Model Arson Reporting Immunity Law, and guidelines on how to establish an arson award program and an arson task force.

Contact: Lawrence C. Christopher
Vice President, Communications
Alliance of American Insurers
20 North Wacker Drive
Chicago, IL 60606
(312) 558-3738

Allstate Insurance Company

Allstate has published a community action guide, Put the Heat on the Arsonists, which offers details on organizing a community anti-arson program, including sources for additional information and free materials. Allstate will provide community programs with pamphlets and fact sheets for envelope stuffers and a slide presentation for speakers which provide background material and visuals for media interviews and public displays. Allstate can also arrange a loan of Fire Information Field Investigation (FIFI) training kits for fire departments.

Contact: Ralph Jackson
Loss Prevention Manager
Allstate Insurance Company
Allstate Plaza - F-3
Northbrook, IL 60062
(312) 291-5089

Factory Mutual System

The Factory Mutual System's Committee Against Incendiarism publishes a pocket guide to arson investigation which includes information on the various stages of an alarm from the initial report through extinguishment, overhaul and physical evidence collection. Copies of the guide are available for $1.00 each.

Contact: Order Processing
Department
Factory Mutual
Engineering
1151 Boston-Providence
Tpke
Norwood, MA 02062
(617) 762-4300, ext. 209

Foremost Insurance Company

Foremost Insurance Company offers a $2,000 reward program for information regarding mobile home arson. This reward program is part of its "Fire Hurts" program which includes brochures and announcements about the program.

Contact: Colleen Fenrich
Public Relations Manager
Foremost Insurance
Company
5800 Foremost Drive, SW
P.O. Box 2450
Grand Rapids, MI 49501
(616) 942-3331

Hartford Insurance Company

The Hartford Insurance Company has produced for the U.S. Fire Administration an arson Media Guidebook to be used by local and state arson task forces. The guidebook covers "how-to" information on preparing media campaigns for arson prevention and control. It includes suggestions on how to write news releases, public service announcements, radio and TV scripts, how to conduct press conferences and how to evaluate media campaigns.

Contact: Arson Resource Center
U.S. Fire Administration
Federal Emergency
Management Agency
Washington, D.C. 20472
(202) 254-7840

Insurance Crime Prevention Institute

The Insurance Crime Prevention Institute publishes a handbook which includes an arson-for-profit chapter and has available a training film, "Anatomy of an Arson," which covers the cause and origin of a set fire.

Contact: Public Relations
Department
Insurance Crime
Prevention Institute
(ICPI)
15 Franklin Street
Westport, CT 06880
(203) 266-6347

Industrial Risk Insurers

IRI publishes a pamphlet, "Arson Alert," which is available to the public. It discusses how to protect property against arson.

Contact: Communications
Department
Industrial Risk Insurers
(IRI)
85 Woodland Street
Hartford, CT 06102
(203) 525-2601

Professional Insurance Agents

The Professional Insurance Agents (PIA) publishes an arson awareness program entitled "Be Concerned...Don't Get Burned" in association with the International Association of Fire Chiefs. The booklet is free to the public. A complete information kit which includes public service announcements, posters and speeches is available to agents.

Contact: Dennis Jay
Communications
Professional Insurance
Agents (PIA)
400 North Washington St.
Alexandria, VA 22314
(703) 836-9340

State Farm Fire and Casualty Company

State Farm has produced three anti-arson booklets available to the public:

"Touched Off by Human Hands" (for firefighters)

"Iceberg Crime" (for police officers)

"Verdict: Guilty of Burning" (for prosecutors)

Contact: David Hurst
Public Relations
Department
State Farm Insurance
Companies
One State Farm Plaza
Bloomington, IL 61701
(309) 662-2845

G. *Materials Available from USFA Arson Resource Center*

Mission: To serve as a national arson reference center, providing information to states and localities to help them prevent and control arson.

Specific Objectives:

1. To develop an extensive informational resource on every aspect of arson, containing the timeliest literature, audio/visuals, and materials, related to model arson prevention and control programs, training and arson legislation.

2. To identify users and their requirements for funneling needed information to help reduce the Nation's arson problem.

3. To serve as a reference center and clearinghouse to states and localities on arson programs, training, legislation and research.

4. To develop and maintain an arson resource directory on persons, organizations and materials.

5. To publish an Arson Resource Exchange Bulletin, providing a current awareness of programs, resources, problems, trends, and legislation.

6. To respond to queries or provide reference sources of expertise where answers to arson problems may be found.

7. To develop and disseminate manuals and information packages to help states and localities prevent and control arson.

Publications Available from Arson Resource Center:

Overview, Report to the Congress Arson: The Federal Role in Arson Prevention and Control

Arson Resource Directory

Arson Resource Exchange Bulletin

Arson Task Force Assistance Program

Arson News Media Guidebook

Interviewing and Counseling Juvenile Firesetters

Fire Insurance: Its Nature and Dynamics

Report on the Information Management System Conference Airlie, Virginia, May 3-5, 1975

Arson: America's Malignant Crime

For Information on:

Arson Task Forces
Arson Investigation/Prosecution Legislation
Preservation of Historic Sites from Arson
Juvenile Firesetters Counseling Programs
Arson Information Management Systems

Call or write the Arson Resource Center which will provide either the information/publication answering your questions or refer you to the appropriate resource who can.

Arson Resource Center
Office of Planning and Education
U.S. Fire Administration
Federal Emergency Management Agency
Washington, D.C. 20472

(202) 254-7840

H. *Suggested Items for a Fire Investigation Kit*

Explosimeter
Graph Paper
Fuse Pullers
Envelopes
Notebook Pad
Hammer
Wire Ties
Screwdriver - Slot & Phillips
Scraper - Large & Small Putty Knife
Mason Jars
Measuring Wheel
Pliers
Rags
Garden Trowel
12' and 50' Tapes
Circuit Tester
Syringes - Large & Small
File
Plaster of Paris
ID Tags - Use Police Department's
Plastic Garbage Bags
Pocket Knife
Cotton
Saran Wraps
Boots
Dikes
Rope - 2 Lengths 50' Each
Pencils - Colored
Heavy String
Stapler
Pill Bottles
Camera
Magnifying Glass
Coal Shovel
Waterless Hand Cleaner
4 x 4 Pieces of Glass (2)
Miscellaneous Small Tools
Forms for Reports
Hack Saw
Legal Size Clipboard
Short Handle Flat Nose Shovel
Masking Tape 1"
Hardware Screen 3' x 3'
Outlet Polarity Tester
Nails
Felt Pen
No Trespassing Signs
Pencils - Pens
Set of Allen Wrenches
Flashlight - Extra Batteries
Paper Tarps - 6
Boxes
Hard Hat
Foam Rubber
Gas Meter Locks
2" Paint Brush
Film & Flashcubes
Tweezers
Surgical Gloves
Arson Reward Signs
Clean Paint Cans (1/2 pt., 1 pt., 1 qt.)

I. FEMA Regional Offices

REGION I (BOSTON)

Ray LaRosa
Regional Fire Representative
FEMA Region I
442 J.W. McCormack
Boston, MA 02109
617-223-4741 or 4271

REGION II (NEW YORK)

Carman "Nick" Fargo
Regional Fire Representative
FEMA Region II
26 Federal Plaza, RM 1349
New York, NY 10007
212-264-8980

REGION III (PHILADELPHIA)

James Asher
Regional Fire Representative
FEMA Region III
Curtis Bldg. 7th Floor
6th and Walnut Streets
Philadelphia, PA 19106
212-597-9416

REGION IV (ATLANTA)

Regional Fire Representative
FEMA Region IV
Gulf Oil Building, Suite 664
1375 Peachtree Street, N.E.
Atlanta, GA 30303
404-881-4087

REGION V (CHICAGO)

Jack Henrici
Regional Fire Representative
FEMA Region V
One N. Dearborn Street, RM 540
Chicago, IL 60602
312-353-1500

REGION VI (DALLAS)

Carl McCoy
Regional Fire Representative
FEMA Region VI
Federal Regional Center, RM 206
Denton, TX 76201
817-387-5811

REGION VII (KANSAS CITY)

Steve Harrell
Regional Fire Representative
FEMA Region VII
Old Federal Office Bldg., RM 405
Kansas City, MO 64106
816-374-5912

REGION VIII (DENVER)

Bill Traugh
Regional Fire Representative
FEMA Region VIII
Federal Regional Center Bldg., RM. 710
Denver, CO 80225

REGION IX (SAN FRANCISCO)

Bill Patterson
Regional Fire Representative
FEMA Region IX
211 Main Street, RM 220
San Francisco, CA 94105
415-556-8794

REGION X (SEATTLE)

Lyle Goodrich
Regional Fire Representative
FEMA Region X
Federal Regional Center
Bothell, WA 98011
206-486-0721

Notes

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United States Fire Administration
Washington, D.C. 20472

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